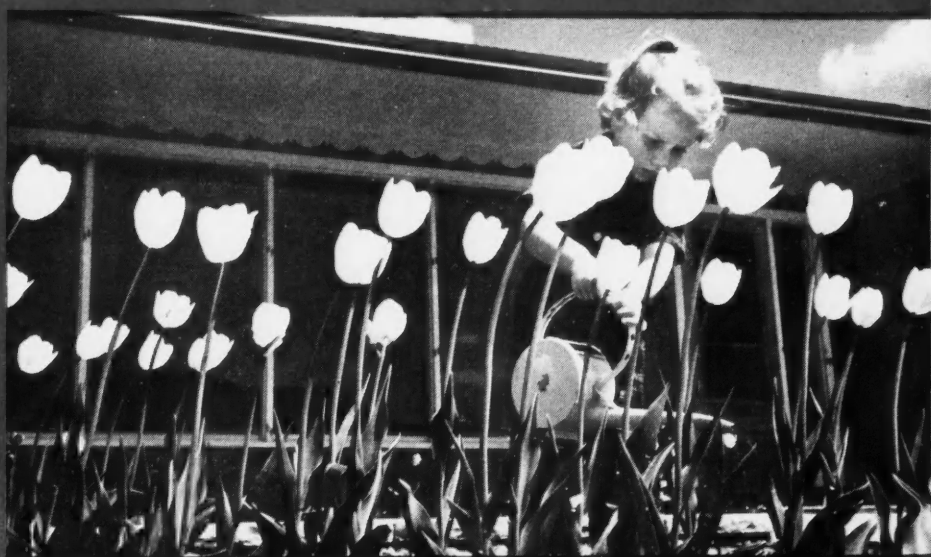


- PROBLEM FAMILIES
- PART-TIME PRISONS?

MAY 1, 1958
VOL. XXXIV, No. 1

CANADIAN

WELFARE



(Photo by Malak, Ottawa)

SPRING IN OTTAWA

40 CENTS

CANADIAN WELFARE

a magazine on social welfare published
seven times a year by

THE CANADIAN WELFARE COUNCIL
55 PARKDALE AVE., OTTAWA, CANADA

PUBLICATION DATES

February 1, March 15, May 1, June 15
September 15, November 1,
December 15

Authorized as second class mail, Post Office
Department, Ottawa.

R. E. G. DAVIS, *Executive Director*

Subscription price, \$2.50 per annum
Signed articles which appear in CANADIAN
WELFARE should be regarded as expressing
the opinion of the writer, and not neces-
sarily the point of view of the Board of
Governors of the Canadian Welfare Council.

Single copies 40 cents

Membership in the Canadian Welfare Council
Fee scales for individuals and organizations
supplied on request.

Membership fees include subscription to
CANADIAN WELFARE

This magazine is indexed in CANADIAN INDEX
and PUBLIC AFFAIRS INFORMATION SERVICE
Advertising: Rates on request. Orders for
advertisements should be in the Editor's hands
four weeks before publication date; see list
of dates above.

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UNEMPLOYMENT MEASURES

The unemployment problem is now generally acknowledged to be graver than it has been for many years, and we welcome the declarations of political leaders of all parties that their foremost task is to solve it. The ultimate solution is of course employment. A most hopeful prospect is a big house-building program for Canada. Apart from providing much-needed homes, this will give work to thousands of men both in construction itself and in the manufacture of the many products required for building a house and equipping it for occupancy. We hope this is a herald of other job-producing activities on the part of industry and governments.

Meanwhile welfare problems associated with unemployment are acute. Member agencies of the Canadian Welfare Council are painfully aware of the material deprivation and the impairment of morale and working ability so common among families affected by loss or lack of employment. Unemployment insurance and assistance are of considerable help in providing the necessities of life, but they do not yet meet all the financial needs of the unemployed, in that many unemployed are excluded or inadequately assisted by these programs in their present stage of development. In any case something more than the provision of funds is needed. Services such as vocational counselling, training and re-training, rehabilitation and casework should be provided as an integral part of any income-maintenance program, to ensure that unemployed people and their families do not suffer deterioration as well as destitution.

Services and financial assistance to the unemployed are among the subjects being dealt with in a policy statement on social security now being prepared by the Canadian Welfare Council. The recommendations in the statement will suggest improvements in the Canadian social security system to bring it more in line with changed and changing conditions. The draft policy statement will be presented for approval at the Council's Annual Meeting on June 2 in Montreal, and members will be given an opportunity to study it in advance. We hope that when it is adopted as Council policy all members will participate vigorously in any action the Council may take to have the recommendations implemented.

SUBSTITUTE AUNTS

Wanted—Homemaker Services is the title of a leaflet recently published by the Canadian Welfare Council. As the title suggests, the leaflet is designed to promote interest and action towards the further development of homemaker services in Canada.

A Homemaker program is described as "a community service, provided by health or welfare agencies, through which a suitable woman assumes the care of a household when the person usually responsible for it is ill or away. A Homemaker does the housekeeping and, more important, gives the family members, whatever age they be, the sympathetic support they need. She maintains home life until an emergency is past, or helps sustain the home during a longer-term difficulty."

The greatest single value of a homemaker service is that it enables members of families to stay in their own home when without such help they might have to be cared for elsewhere. If the mother is in hospital the children can still receive motherly care and the father can continue with his job, knowing that a responsible and kindly person is in charge. Many old, convalescent, or chronically ill people can be kept out of institutions and hospitals, or may be discharged much sooner than would otherwise be possible, if they have help for the day-to-day running of their households.

There are only about fifty communities in Canada that have homemaker programs, and they are not able to meet the heavy demands for their services because of shortage of funds and staff. Most homemaker programs in Canada are entirely dependent on voluntary financial support. Until this year British Columbia was the only province in which there was tax-supported provision for homemaker service, although municipal welfare departments in some Canadian cities pay voluntary agencies the cost of placing homemakers in certain families. Now Ontario, by its new Homemakers and Nurses Services Act, has given great encouragement to the establishment of homemaker services in Ontario communities, and moreover has provided for reimbursement by the Province of part of municipalities' costs of providing such services to people unable to pay the usual fees. Extension of statutory aid everywhere, as well as more generous voluntary financial support, would help greatly to improve the quality and quantity of this constructive service to families.

The present strong trend towards the development of homemaker service is not unique to Canada. It is also growing in the United States, where more and more services are being established under private or public auspices. As part of its contribution to a National Conference on Homemaker and Related Services planned for February 1959, the U. S. Department of Health, Education and Welfare has agreed to con-

duct a study of all agencies providing such services in the United States.

Some European countries are far ahead of North America in providing homemaker services. For many years there has been an extensive "home help" program in operation in Great Britain as part of the National Health Scheme, and there are similar services in some of the continental countries. Plans are under way for an International Conference on Home Helps to be held in Brussels in June 1959.

Today there are not as many aunts, sisters and grandmothers at hand to help out in household emergencies as there used to be. In fact in some quarters homemaker agencies are referred to facetiously as "societies for the replacement of maiden aunts". Organized homemaker service to take the place of these useful relatives is such an obviously necessary social service it is astonishing it has been so slow to become established widely in Canada. Interest is growing, however, and the Council's new leaflet should be widely used by those who are endeavouring to translate interest into action.

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THE THERAPEUTIC USE OF PRISONS

FRANK W. ANDERSON

BLEAK and foreboding, our penal institutions dot the landscape—mysterious, aloof and somehow threatening. They seem to belong to another world, to another, more desperate age. Canadians have never felt quite comfortable about their presence and it is possibly because they have never really understood why they exist or what purpose they serve in the socio-cultural structure of their lives.

Our prisons have served many purposes and each change in their function has been linked directly to changes in our concept of punishment. Before 1800, the penal philosophy of New France, and later of Upper and Lower Canada, was based upon the belief that punishment was not adequate unless it entailed physical pain or death. Vestiges of this belief still linger in the clamour over the present-day use of the lash and of capital punishment.

Early instruments of punishment which were used on behalf of the community by the local hangman were the stocks, the lash, the gibbet, the pillory, the chain and the branding iron. The gaols were viewed as places where the prisoner could be securely kept while awaiting the physical punishment. Occasionally a debtor was housed there, but he was an intruder.

The local hangmen were kept busy during the early years of the 19th

century at their gruesome task of whipping, branding and hanging, but during this period conditions were changing in the prisons.

In Canada

Three factors operated in Upper Canada, and to a lesser extent in Lower Canada and the Maritime settlements, to bring about a new regime in the local gaols.

Before the War of 1812, welfare problems in the community had been handled discreetly within the family or clan circle, but following the war many unattached individuals and families began to arrive in Upper Canada. Unaccustomed to the hardships of pioneer life, these new arrivals had a high rate of failure, which revealed itself in mounting relief lists. For lack of space in poorhouses, magistrates began to send destitute people to the local prison.

The original wooden gaols in Upper and Lower Canada, many of them consisting of a single common room, had not been designed to accommodate large populations or to be eternal, and during the 1820's most of them began to decay and to fall apart. With the handicapped, the petty criminal, the debtor, the insane, the orphans and aged—male and female—crowded into decaying and inadequate quarters, scenes reminiscent of Dickens' *Oliver Twist* were frequent.

During this period, the moral conscience of the community was

Mr. Anderson, who has a master's degree in social work, is a caseworker on the staff of the John Howard Society of Alberta. His work entails visits to the Saskatchewan Penitentiary in Prince Albert and supervision of Ticket of Leave men in Calgary and the surrounding district.

being awakened by the Reverend Anson Green's temperance movement. Grand juries, stirred by tales of women openly practising prostitution in the local prisons, began to visit the gaols, and they denounced their management roundly.

Magistrates, caught up in the revival movement, began to soften their attitude toward the offender and to substitute prison sentences for banishment or the gibbet. Their actions served only to increase the already over-crowded condition of the prisons. The only solution of that problem seemed to be the construction of a more permanent type of prison.

With the building of the first penitentiary at Kingston in 1834-35, the prisons came into their own as places of punishment. Simultaneously with the decision to establish the penitentiary, Upper Canada reduced the number of capital offences from over 100 to a mere 12—almost as if to ensure a steady supply of inmates—and within the decade the poor and the insane were removed from the prisons; the Lieutenant Governors were given power to commute death sentences for all capital offences except murder and high treason; and a three-man commission was formed to regulate conduct of all common gaols.

The role of the prison was clearly set forth in the preamble to the Penitentiary Act of 1834:

Whereas, if many offenders convicted of crimes were ordered to solitary imprisonment, accompanied by well regulated labor and religious instruction, it might be the means under Providence, not only of deterring others from the commission of like crimes, but also of reforming the individuals . . . *

* *Statutes of the Province of Upper Canada, 1834*, "An Act to provide for the Maintenance and Government of the Provincial Penitentiary, erected near Kingston, in the Midland District", passed 6th March, 1834.

The theory of deterrent punishment for the purposes of reformation has had a long and lusty life in the penal philosophy of Canada. Early wardens operated on the theory that the best way to maintain discipline was to apply the lash and the "cat" freely. George Brown's inquiry into Kingston Penitentiary, in 1848-49, revealed that children of 10 were being subjected to the lash. Reformation was left to the religious orders, who provided both secular and religious teaching. With Confederation, the penitentiary passed to Federal control, still saddled with the policy of deterrent punishment.

By 1869, an energetic trio of Directors of the Penitentiaries, J. M. Ferres, T. J. O'Neill and F. Z. Tasse, began to pay more than lip service to the long dormant idea of reformation. They placed themselves on record as opposed to the contract labour system; advocated payment of wages to inmates to permit them to support needy families; set up a primitive system of classification by reward for good conduct; and adopted the stand that the convict's entrance into prison should be the new starting point of his life.

Ferres was shortly appointed warden of Kingston and began there to put in effect his ideas on prison reform. His first act was to cancel all punishments. He struck the irons from a man who had worn them for nine years. He introduced the idea that an inmate's clothing should be numbered so that he would receive his own clothing back from the laundry. He brought church music to the prison and permitted the men to participate in the singing. The writing of inmates' letters, which was formerly done once every three months by the chaplains, was given

over to the men themselves. Corporal punishment was immediately reduced. By his actions, Ferres placed himself high on the list for the honour of being Canada's first prison reformer.

Nevertheless, deterrence still headed the list of reasons for the existence of prisons. It was not until 1877 that a Federal official could state openly that "the cardinal object to be effected in our penal institution is the reformation of the criminal".* However, it was still held that such reformation could only begin after the man or woman had entered a place of incarceration.

To Protect the Public

During the closing years of the 19th Century it became evident that the prisons, as they were constructed, could not reform. Under the onslaught of new evidence supplied by the fast growing social sciences it became clear to everyone except prison officials that their claims to reformation were but empty phrases. However, no one outside the sphere of the prisons came forward with an acceptable and satisfactory reason for their continued existence until the theory that they were necessary *to protect the public* was hit upon.

This theory, as expressed in the findings of the Archambault Report of 1938, gave to the prisons the task of protecting the public by preventing the accidental criminal from becoming a confirmed criminal, assisting the reformable prisoner to readjust himself, and housing the hardened, habitual criminal so long as he was a menace to the public.**

* Canada, *Sessional Papers*, 1878, Paper No. 12, Report of Inspector James G. Moylan, page 13.

** Canada, *Report of the Royal Commission to Investigate The Penal System of Canada*, Ottawa, The King's Printer, 1938, pages 8-11.

Operating within the frame of reference provided by this approach to the problem of the offender, various provincial governments have adopted vocational training programs, have separated the accidental and reformable criminals from the persistent offenders, and have even constructed special minimum and maximum security prisons.

Provision has been made to protect the public from the habitual criminal through Sections 659, 660 and 661 of the Criminal Code, which provide for preventive detention.

Nevertheless, there are huge gaps in this structure, as every prison warden realizes. The essential defect is that any plan to assist the prisoner to readjust himself to society must be fitted into a period of time which is affixed by a magistrate or judge. When these officials sentence an offender for three or six months or ten years, they are, in effect, giving the prison officials a definite period in which to reform the prisoner. In many instances it is like giving a doctor three weeks in which to cure a cancer patient.

Again, prisoners can openly vow that they intend to commit new crimes and yet, when their fixed sentence has expired, the prison officials must turn these men and women loose on society. What then becomes of protection of the public?

If we abandon this theory of protecting society, what approach is to be used? What reason can we give for the existence of our too numerous prisons?

A New Purpose

If prisons were looked upon as a community resource for treatment of the offender, rather than as a 24-hour-a-day institution for deterrent punishment or even for protecting

Canadian Welfare

the public through reformation of the inmates, they might become *therapeutic* agencies. The prison might be used at any point in the process of dealing with the offender once he has been convicted.

Several interesting possibilities are opened by this approach. The prison might be used as a condition of probation in those instances where a judge or magistrate feels that the usual mild restrictions would be useless, but that complete imprisonment for 24 hours a day would be detrimental to the convicted person's re-establishment. The prisoner, or probationer, would be allowed to carry out his normal activities, but spend each night in gaol. Judge James R. H. Kirkpatrick, of Kitchener, Ontario, has been using this approach with results which suggest that it might be used more widely across Canada with good effect.

The prison might become therapeutic if prisoners were permitted to work out of the prison at regular jobs in order to support their families and prevent them from becoming an additional burden upon the community. This system was devised and experimented with in Ontario by the late Dr. Alfred E. Lavell between the years 1920 and 1931. Called the "Extra Mural Permit System", it permitted regular prisoners to return to their homes, under supervision of a deputy custodian, and to support their families.* A similar system is currently in operation in Wisconsin.**

The idea of using prisons on a part-time basis might apply equally

well in the parole and Ticket of Leave areas. There are certain offenders who cannot derive sufficient strength from the mild regulations governing parolees or Ticket of Leave men who ought, nevertheless, to be assisted to rehabilitate themselves.

If the Parole Boards of Ontario and of British Columbia, plus the Remission Service in Ottawa, had the authority to release men and women under the additional condition that they spend each night in the local common gaol, another weapon might be forged for the struggle to reduce the crime problem in Canada.

Lastly, the prisons might be used therapeutically for long-term prisoners—those serving sentences ranging from ten years to life. As these prisoners approach the end of their sentence, or the period when a Ticket of Leave becomes possible, they are faced with the tremendous problem of passing immediately from maximum security one day to maximum freedom the next. After-care agency workers are familiar with the enormous difficulties these men face in picking up the new pattern of life.

Unaccustomed to handling money, the newly released "lifer" or "long-timer" has difficulty making change for simple purchases. Unable to judge the speed of on-coming cars, he crosses a busy city street with uncertainty. Isolated for years, eating alone, he has forgotten table manners. the sound of children's voices, and the walk of a woman. And, steeped in prison jargon, he must watch his every word lest a slip of the tongue betray his past.

The prison might be used as a base from which these long-term prisoners could sally forth daily into the

* Lavell, Alfred E., *The Convicted Criminal and His Re-Establishment as a Citizen*, Toronto, The Ryerson Press, 1926.

** Schmiede, Oscar J. "Huber Law is Beneficial to Outagamie County", Mimeographed pamphlet, March 1956. May be obtained on application to Judge Schmiede, Court House, Appleton, Wisconsin.

strange world and return again into their familiar surroundings, so that the shock of passing from prison ways to ordinary life could be minimized and re-adjustment could progress under more favourable circumstances. The Remission Service is already experimenting with this approach.

Through the centuries we have used our prisons as holding units, storage bins, places of punishment, and as institutions for the protection of the public through reformation of certain inmates and preventive detention of others. It would seem that the next step should be a questioning of the idea that the prison is a 24-hour-a-day institution, and an exploration of its possibilities as a part-time agency in the process of rehabilitation.

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SCHOOLS OR INSTITUTIONS

To the Editor:

I have just been reading the most interesting December 15 issue of Canadian Welfare. Usually I start at the beginning, but as I am an admirer of Dr. Elizabeth Govan, I began with her article this time, "Institutions for Children and Others". I presume the question in italics above the title, "What kind of care for homeless or unfortunate children?" is the editor's.

I went right along with Dr. Govan, nodding my head in agreement, until I came to the third paragraph on page 3, and then stopped short. What does Dr. Govan mean? I know of no special institutions for blind children, or deaf children, for that matter.

There are special schools for the education of blind and deaf children, under the Departments of Education of several provinces. Forty years ago, some of them were called institutions, but even then, they were devoted to education of a sort. The children went home for summer vacation. Now they operate under the same standards as the public schools. The parents are still responsible for children in these schools, and some schools have parent-teacher associations. The blind children go to a special school because they must use Braille and special aids to take the place of sight.

When other problems apart from education occur, the usual community resources are used—day nurseries, foster homes, special institutions for slow learners and for mentally disturbed, and so on.

We believe that blind children need the security and love of their families even more than the children

without a physical handicap. The Counselling Services of The Canadian National Institute for the Blind are designed to help the parents help the blind child grow and develop in the family setting.

MARY A. CLARKE

*Director of Welfare Services
Canadian National Institute
for the Blind.*

Dr. Govan's reply:

I was interested to read Mary Clarke's comments regarding the reference to institutions for the blind in my article. I agree completely that where a blind child can be cared for within the family setting this is most desirable. When care outside the home is necessary blindness is only one of many factors to be considered in the decision as to whether a blind child should be placed in a foster home or an institution.

A residential school differs from an institution in two ways: the school is planned to provide education; the institution shelter, or, in modern thinking, group care; the school assumes residence of the child for the school year, while the period of residence in the institution will be determined by the child's need for this type of care. Both must provide for the total care of the child during the period of residence.

Just as the institution in which the primary purpose is "shelter", has historically neglected to make its full contribution to the child's development, the residential school may and often has focused upon education in a relatively narrow sense and not upon the child's total needs.

There is as much need for the residential school to provide a program which will take advantage of group living as there is for the institution to provide schooling for its children. When we recollect that some institutions have been called the "poor man's boarding schools" and that some boarding schools might be termed the "rich man's institutions" the distinction between the two tends to disappear.

When the primary purpose of sending a child, blind or not, to a

residential school is education, the child should also have the advantages of a program which utilizes constructively the educational possibilities of group living. The fact that an institution changes its name to "school" does not affect the principle. Our dislike of the word "institution" is a reflection of our dissatisfaction with the care such establishments have generally provided.

ELIZABETH S. L. GOVAN

*School of Social Work
University of Toronto*

COMING EVENTS OF INTEREST TO COUNCIL MEMBERS

- May 11 to 16.** 85th Annual Forum of the National Conference on Social Welfare. Chicago. Theme: "Accent on Prevention".
- May 13 to 14.** Ontario Welfare Council. Annual Meeting and Conference. Toronto. General theme: The Role of Government in Social Welfare.
- May 16.** Citizenship Day. Sponsored by The Canadian Citizenship Council.
- May 16.** Annual Meeting. Canadian Citizenship Council. Ottawa.
- May 18 to 21.** National Institute on Crime and Delinquency. Deauville Hotel. Miami Beach, Florida.
- May 21 to 24.** Caritas-Canada Conference. Sherbrooke, Quebec.
- June 2 to 6.** Canadian Conference on Social Work. Biennial Meeting. Sheraton-Mount Royal Hotel, Montreal.
- June 2.** Canadian Welfare Council. Annual Meeting. Queen Elizabeth Hotel. Montreal. Please note change of hotel.
- June 16 to 23.** World Family Congress. Paris, France. Subject, "Rediscovery of the Family by the Present Day World: Mutual Responsibilities of the Family and Society."
- June 20 to 24.** Fourth International Congress, International Association of Workers for Maladjusted Children. Lausanne.
- July 20 to 26.** World Congress of the International Union on Child Welfare. Brussels.
- October 20 to 22.** National Conference of Training Schools. Winnipeg. Sponsored by the Canadian Corrections Association.
- November 30 to December 6.** Ninth International Conference of Social Work. Tokyo, Japan. Theme: "Mobilizing Resources for Social Needs". Information from Canadian Committee, International Conference of Social Work, 1435 Bathurst Street, Toronto.
- May 24 to 28, 1959.** Congress of Corrections. UBC Campus. Vancouver. Sponsored jointly by Canadian Corrections Association and B.C. Corrections Association.
- June 15 to 17, 1959.** Canadian Welfare Council. Annual Meeting. Ottawa.

RESEARCH AND SOCIAL WORK

COURTNEY B. CLELAND

Is there such a thing as "rural social work"? If so, the broad-scale studies of the Saskatchewan Royal Commission on Agriculture and Rural Life should have relevance for this field. Starting in 1955, the Commission has published 14 research monographs on topics as diverse as local government, agricultural markets, and the migration of farm people, to name three examples.

Let's get back to that opening question. While social work today employs a fairly uniform set of principles and practices everywhere, it is "rural" to the extent that it has to adapt these to the conditions of the rural environment. (By the same reasoning, of course, there is also "urban" social work as practised in cities.)

As Lowry Nelson put it in his book, *Rural Sociology*: "A social worker among farm people can scarcely do an intelligent job of case analysis, diagnosis, and treatment, who does not know something of farming and of how farm people live".

Some of this desired familiarity the rural social worker will achieve directly. Through experience he learns, for example, the necessity of taking into account personal and

neighborhood relationships to a greater extent than is usually necessary in most city situations. Another way of adding to the worker's equipment is through making use of the findings from systematic social research.

The latter possibility will be illustrated here by reference only to *The Home and Family in Rural Saskatchewan* (No. 10 of the series of reports issued by the Commission), although other reports of the Royal Commission could be applied similarly.

The Saskatchewan family report delves into several topics—physical aspects of the home, family relationships, changing roles of homemakers, and services provided for rural families by various public and private agencies. Like all Commission reports, the study includes a section on the problems as seen by rural people themselves and on the public's proposals for solutions to these problems.

This article will deal only with the subject of family relationships. In this part of the study, the chief research question was: "What kind of family has emerged out of the transformation from pioneer to modern farming?" A modest attempt to find the answer was made through a study of 160 farm families in the province.

Mr. Cleland has been an instructor and assistant professor of sociology at the University of Minnesota and at North Dakota Agricultural College. In 1953 as a social analyst for the Saskatchewan Royal Commission on Agriculture and Rural Life, he conducted research on the rural home and family in that province.

A complete list of titles and prices of the Saskatchewan Royal Commission reports may be obtained by writing to the Queen's Printer, Regina.

These families constituted a random sample, selected in such a way that the conclusions were thought to be fairly valid for all farm families in the 144 rural municipalities which from 1931 to 1951 exhibited a consistent population trend (either increasing, declining, or stable).

Several specific aspects were studied in these families, including:

1. Family integration, or the "wholeness" of family activity and thinking.

3. Division of labor, or the way in which the farm work is divided among the various family members.

3. Decision-making, particularly the extent to which it is concentrated in the hands of one or shared among several family members.

4. Income allocation, or the way in which members of the family share in the cash proceeds of their joint work.

5. Kinship contacts, or the frequency and closeness of relationships with relatives outside the immediate family.

6. Continuity in farming, or the probability that the next generation will continue in the same occupation.

To illustrate how a few of the findings may have relevance for social work, let's focus for a moment on the matter of family integration. Here it was found that the farm families from *moderately* depopulated areas ranked significantly lower than families elsewhere. While more research is needed to explore this finding further, it at least could alert the social worker to the possibility that families in these areas would reflect a relatively greater state of social disruption.

Even the families in the areas of

extreme depopulation ranked higher in integration. Perhaps it was because the less well integrated families either had left those areas or were further along in the adjustments required by changing socio-economic conditions.

To think for a moment of various kinds of farming, on what type of farm would you expect to find the best integrated families? Perhaps one would tend to predict it would be the families engaged in "mixed" farming, where diversified production and presence of livestock would seem almost to demand a daily routine in which family duties need to be finely articulated.

On the contrary, the Commission found that the families on the highly mechanized grain farms were the stronghold of traditional family traits. The more prosperous families were also the ones that were most tenacious about plans to maintain the family in farming. That farming practices have changed drastically does not mean that the more "sacred" institution of the family has yielded as quickly or to the same extent.

If this discussion on just one aspect of the family relations study has whetted the reader's interest, he may want to read the full report. While it is not possible to give further details here, one is left with the definite impression that for practical programs of public and private agencies, it would seem wise not to consider the prairie farm family a "known" quantity. Even though a particular type of family has been associated historically with agriculture, it would be safer today to study well and generalize cautiously. It may even be that there is developing in the prairie provinces today a situation which is actually more favorable to certain

of the desirable family characteristics than was the pioneer culture.

As a result of its family study, the Royal Commission was able to make a number of specific recommendations, most of them dealing with improvement in the material conditions of family living and with the expansion of specific services designed to give aid to rural homes.

On the score of family relations, however, implicit in the Commission's whole approach is the need for more basic research (Recommendation No. 8).

This need for basic research is not always well understood. Earlier this year a U.S. Senate subcommittee on juvenile delinquency asserted that the greatest hope for discouraging delinquency required efforts to improve the family system: "No other class of changes could be so meaningful for the diminution of maladjustments, yet so difficult to achieve". Hence the U.S. group concluded that basic research in the social sciences must be an essential feature of any systematic program designed to cope with delinquent behaviour.

Since social research is still in its infancy, it would be foolish to "oversell" its possible applications. Yet is not our error more likely to be in the opposite direction—a failure to utilize what is now known and valuable? Using what we know now would stimulate the demand for even more research into the fundamentals of human behaviour.

The "practitioner" who must deal with the welfare problems of actual people has not always been happy, to put it mildly, with the work of the social researcher. Either he has failed to see the relevance of the

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SALARY: commensurate with training and experience.

Write:

MRS. M. M. HUMMEL,
Executive Secretary,
The Samaritan Club of
Hamilton,
Wilcox Bldg.,
The Mountain Sanatorium,
HAMILTON, Ont.

research, or he has been repelled by the communication problem, saying in effect, "I don't understand your language."

Yet there seems little reason to feel this way about the Saskatchewan reports, all of which culminate in practical recommendations and most of which are models of good report writing for wider publics than just fellow research technicians.

It is to be hoped that the Saskatchewan family study will mark a start in this field too long neglected by researchers. The social workers can make a contribution by identifying the problems and asking for this kind of research. In turn, the researchers must be alert to present their findings so that they can be most effectively translated into social application.

TWO APPROACHES TO ONE PROBLEM

One of these articles, David Jones's, arrived some months ago, and could not be published until now because other articles had priority. When we read Deryck Thomson's piece, which arrived only a short time ago, it seemed appropriate to publish the two together. Both point out the generation-untogeneration tendencies of family problems; both describe services to help "problem families". There is similarity in the "social work approach", but a difference in the kinds of collaboration called into play in the services described in the two articles. There is no obviously right way to tackle the difficulties that confront social agencies working with the people they seem least able to help. We hope these two articles will suggest some lines of thought, at least, to communities planning services for families with particularly complicated problems.

Mr. Thomson is executive director of the Family Service Association of Greater Vancouver, and Mr. Jones is secretary of Family Service Units, with headquarters in London, England.

JOINT FAMILY SERVICES PROJECT, CANADA

DERYCK THOMSON

READERS may recall an article which appeared in Harper's Magazine, March, 1957, entitled: "Social Work - A Profession Chasing Its Tail". Amongst other things, its author chided social workers for what she felt was too much concern with professional status or its lack, and insufficient concern for getting on with the job of helping people.

What had happened, she asked, to the pioneering spirit so evident in Mary Richmond's era—the intellectual curiosity and emotional dedication which sustained crusades for social reform? The answer, of course, is that it hasn't disappeared. It has merely taken another form.

Many of the big battles have now been won. Social assistance, for example, has become established as a

right, rather than a privilege dispensed with heavy hand. The principle of social insurance is generally accepted as the soundest method of protection against universal social risks. Humane understanding has largely replaced social ostracism of the less fortunate. We now believe it is a sign of strength for people to seek help, rather than an admission of inability to conduct their own affairs.

By providing the stimulus for this rapid social change within a climate of community acceptance, social work has hung itself on the horns of a dilemma. The same sustained dedicated effort manifest in its earlier days is now required to remove us from this predicament. On the one hand there is greater public awareness of resources available for skilled

help. On the other, social agencies have ever-increasing caseloads, increasing complexity in the family and personal problems brought to them, and a scarcity of people sufficiently equipped to meet the growing demand for services.

This situation has become increasingly evident within the field of family service. As one family agency after another is reluctantly forced to establish waiting lists for clients who are seeking help, today's immediate challenge looms larger than ever before.

The challenge is this: how can social work skills be more effectively employed toward *preventing* the breakdown of family life? How can we apply the knowledge of human behaviour acquired through fifty years of casework practice toward catching the family before it falls, rather than picking up the pieces afterward?

Family agencies are in a unique position to accept this challenge. Concerned with *all* members of the family group, and experienced in working with them, they know what makes a family tick—and what can throw the ticking badly out of kilter.

In numerous instances casework treatment has averted family breakdown, *if given soon enough*. In some, the family mechanism has been so seriously abused that even a major overhaul is of little effect in restoring healthy family life.

It is the latter group of families on which a great deal of attention is being focused just now. Bradley Buell and his associates were probably the first to call this the "hard core" group, in their comprehensive social study of families living in the city of St. Paul, Minnesota. One of this study's most significant findings

substantiated a long-held belief that a relatively small percentage of families in any community absorb a disproportionate amount of health and welfare services.

In communities boasting a family agency, such families can sometimes be the bane of their existence. Try as we may to help them achieve a satisfactory family life, we cannot find a permanent solution for their problems.

In succession, these distressed families have been "caseworked", "group-worked" and "community organized". They have provided subject material for countless social work conferences. They have been placed on and taken off social assistance rolls until they are dizzy. They have been pleaded with, cajoled, threatened and—having run the full gamut so to speak—ignored, until the next time some exasperated school principal, neighbour or service club secretary demands that someone (meaning the agency) do something about it (meaning get them out of here!)

Too often the agency has run out of answers by this time, but feels compelled to offer some explanation for a singular lack of success.

"The family doesn't really want help." This means we haven't found the right kind.

"The family is resisting the caseworker." This means we aren't quite sure what we are supposed to do with the situation.

"The family is non-motivated." This means its members avoid office interviews.

"It is a multi-problem family." This implies such total confusion within the family's ranks that nobody, not even a caseworker, could be expected to know where to begin.

What Are the Problems?

Actually, Bradley Buell * provides the real answers to the frustration of family agencies trying to help such families, when he writes:

Analysis of the community-wide characteristics of the problems creating the need (for more services) has not kept pace with the promotion of resources for their remedy. Study of methods to reduce the prevalence of certain problems, has been neglected. Research into the causes of problems, a move which might produce the key to their prevention, has, in many areas, taken a minor place. Scientific evaluation of the results of service has been by-passed.

The "characteristics" of the problems to which he no doubt refers, constitute an imposing and frightening array. Desertion, alcoholism, illegitimacy, unemployment, juvenile and adult delinquency, non-support, ill health, poor housing are but a few.

The problems themselves contain one of the most vicious circles known to social workers or to any profession serving the needs of human beings. Its genesis lies in the damaged relationships of childhood. It might be found in a father whose own insatiable emotional needs leave little for his children. It might be found in a mother who is emotionally still a child herself and who cannot accept the infant intruder, her own child.

Thus the first link in this vicious circle is inevitably forged. The emotionally deprived child reaches physical maturity, but is unable to form a satisfactory relationship with his peers, much less a wife or husband. People so handicapped go into marriage with two strikes against a successful partnership. When children

are born, the whole process repeats itself and is perpetuated from one generation to another, unless skilled help is not only available but can be put to effective use.

It is obvious that the earlier such help can be brought to those in need of it, the greater the possibility of breaking the circle. This is often easier said than done. Some people don't want help, or cannot seek it. Others are unaware that it is available. Some are reluctant to admit that a problem exists. Sometimes a family's life experiences have been so unfortunate that they will not trust anyone, least of all a person they think of as a snooping do-gooder.

To "reach out" to such families requires a moderate degree of case-work skill. It is the "hanging-on" that tests the calibre of the social worker. This is no job for the novice, but for one who is thoroughly skilled in social diagnosis—who can see the forest of problems as well as the individual trees. It calls for human understanding of a unique kind, patience, tact, firmness as well as friendliness.

These traits and skills are best combined in the qualified experienced caseworker working in a family agency.

Putting All This to the Test

A unique community experiment was set up in Vancouver to try to serve really difficult families. Known as the Joint Family Services Project, its purpose was to discover and develop more effective methods for preventive work with families. Now, two years later, there are sound indications that this purpose has been fulfilled.

Group work and recreational services were available to families through two group work agencies,

* Bradley Buell and Associates, *Community Planning for Human Services* (New York: Columbia University Press, 1952).

Alexandra Neighbourhood House and Gordon Neighbourhood House. Family casework services were available through the Family Service Agency of Greater Vancouver. In between was a group of families who could be helped by either or both kinds of service, but did not avail themselves of them.

From the neighbourhood houses' point of view, many members of these families could not fully benefit from the group experiences in which they were participating, because of social and emotional difficulties. Their behaviour often disrupted programs, seriously hampering group activity for other members. Unhappy, irked or shut out, they were drawn to the neighbourhood houses but remained on the fringe of activities. They were recognized by the group workers as being in need of individual casework help.

From the family agency's standpoint, the biggest difficulty in helping these families lay in trying to get a foot in the door. The agency was in the difficult and frustrating position of knowing that its services could prevent incipient social and emotional problems from developing further, and of having no authority to press in with offers of services against the family's wishes. The only exceptions to this was when there was sufficient evidence of neglect to warrant action from a protective agency, such as a Children's Aid Society.

Obviously nothing was going to happen if the family agency merely waited for the family to recognize that problems existed and apply to the agency for help. Why not, it was reasoned, bring both kinds of services together in an integrated effort to help such families?

The group work agencies quite often had at least one member of the family participating in their program, and in addition could provide a friendly relaxed setting. The family agency caseworker could use both these factors to advantage in reaching out to the family with help. Then both group work and casework skills would be combined towards the prevention of family breakdown.

This was the idea that started off the Project. An advisory committee was established of lay and professional people to guide this experiment along, and the money came from the Junior League of Greater Vancouver and a bequest administered by the Community Chest and Council.

A senior caseworker was assigned to each neighbourhood house for two days a week. They remained on the staff of the Family Service Agency, and were so identified to neighbourhood house members. Qualified group workers were of course on the staffs of both houses.

At the outset of the Project, both houses had plenty of potential cases, and caseworkers and group workers attempted together to modify their problems, many of which were extremely deep-rooted. As the Project developed, however, social workers had the opportunity to spot incipient difficulties much earlier, so that services could be directed at prevention as well as treatment.

Full teamwork came into play at the point where assessment was made of the family's problems followed by a tentative psychosocial diagnosis. Both casework and group work knowledge and skills were fully used during this careful analysis. Psychiatric consultation was called on when necessary. Diagnosis was

then established through a teamwork approach.

The next step was to formulate a treatment plan, with carefully delineated roles for caseworker and group worker. The special skills of each were related to assigned tasks. Through frequent evaluation and staff conferences, changes could be made in the original plan, to adapt it to changing conditions within the family.

During the first two years of its existence, this integrated service was offered to 170 families comprising 599 individuals. There is now sufficient evidence in the case records to suggest that an extremely effective method for preventive family work has been hewn out of this experience.

One Child's Story

Eight-year-old Paul ceaselessly taunted the other youngsters in his group, constantly provoking fights in the neighbourhood house and on the street. Whenever he was in the House, he clung to the volunteer group leader like a leech. His disturbing behaviour seriously disrupted the group's program. The volunteer brought his latest escapade to weekly staff conference, attended by group work staff, program supervisor and family caseworker. All available information was assembled which had any bearing on this young lad. Very little was known about his home situation, other than the fact that his older brother had been committed to a correctional institution the previous year.

It was decided that the caseworker would attempt to contact the family, explaining the community's genuine concern over Paul, and offering to help them. At first, the parents were extremely reluctant and embarrassed, and somewhat suspicious. They had

received plenty of community criticism of Paul and much free advice on how to curb his behaviour. They thought they were going to receive some more, only from a different source.

The caseworker persisted in a firm, sympathetic manner and her visits were gradually accepted. Later, the parents began to visit the House for interviews, while Paul continued to be helped in the group work program.

As this relationship developed, Paul's parents began to understand and face their problems, which were many. His mother had suffered a series of illnesses. A younger child had died in a household accident, in which Paul had been involved.

Paul's father had been orphaned as a child, and placed on a farm, where he laboured for his keep. He had fought his way to a moderately successful position which placed him under severe emotional stress and necessitated long absences from the home. He admitted he didn't understand his wife "with all her illnesses", and his children had caused him "nothing but trouble—Paul in particular." He held him responsible for the death of his younger sister.

It took months of patient effort before any improvement could be achieved in this family situation. Group workers and caseworker consulted frequently on progress of parents and child in improving family relationships. Psychiatric consultation contributed a greater understanding of the personality dynamics involved, and their meaning to any plan for treatment. The patient teamwork of volunteers, group workers, caseworker and psychiatrist was vital to the effectiveness of the plan.

Gradually, Paul's anti-social out-

bursts began to subside. As their own understanding developed, the parents' relationship improved. They began to take an active part in House activities. A reconciliation was effected between them and their older son, before his release.

This family still has a long road ahead before life again has real meaning. Good progress is still being made. If the opportunity for offering professional help had not been taken by Project personnel, the future path for Paul and his family can be imagined.

Effect of Teamwork

The final project Report has concluded that the experiment has resulted in:

- Increased service to families and persons hitherto unreached.

- Early detection of problems and prevention of family breakdown.

- Provision of a readily accessible counselling service.

- Identification of gaps in community resources and services.

- Increased coordination of community services.

The last-named achievement is highly significant. One of the most alarming facts that emerged from working with Project families was the apparent lack of coordination amongst existing community services. Too many families had received

inadequate services from a wide variety of agencies, with insufficient planning and teamwork toward solution of their problems.

There are some very practical reasons for this. Because of a chronic shortage of qualified social workers, serious family problems were sometimes assigned to persons insufficiently equipped to deal with them. By the same token, large caseloads existing in some agencies further reduced the efficiency of qualified staff in offering adequate services.

A great deal remains to be done toward closer coordination of community services. The Project clearly demonstrated that families greatly benefit from close cooperation, with one agency assuming the major responsibility for helping, and other agencies involved with the family having clearly defined supportive roles. Definite methods must be established for bringing this about, to halt the trend toward tackling family problems in a piecemeal fashion.

This is the challenge facing us today. If we can bring to it the same dedication, clear thinking and genuine concern for people which have been the hallmarks of social work up to now, the challenge will be met by the most effective preventive services which the profession of social work can devise.

FAMILY SERVICE UNITS, ENGLAND

DAVID JONES

DURING the past few years in the United Kingdom newspapers and professional journals, radio and television programs, and a number of books have discussed "problem families". They have been a subject of Parliamentary debate and Government enquiry.

Improved social conditions have disclosed "problem families" to be only a small minority of the whole population in which is concentrated many of the community's most serious social problems, and which absorb much of the time and resources of the social services.

The label "problem families" is, however, an ill-chosen, even a misleading one: there is no clear demarcation between them and other families, and they are not a homogeneous group. The term has, however, served a purpose in drawing attention to the needs of a group of families exhibiting symptoms of social breakdown.

The lives of these families are disorganized, and they usually exhibit a great variety of problems, all inextricably interwoven one with another. The most serious consequence of their conditions is their effect on the children. Deliberate cruelty is rare, but child neglect is nearly always present, and it is this which justifies the special measures which must be taken if these families are to be given effective help.

Usually a number of factors come together over a period to bring about the situation in which the family needs help. Environmental pressures are important, as also are ill-health and the absence of one or other of the parents. Many families, however, face these or similar conditions but are able to manage by their own efforts.

The underlying factors in "problem families" are usually those of personality and relationship: backwardness, mental illness, emotional instability, character defects and marital discord. Personality and relationship factors interact with environmental stresses in a vicious circle of deterioration from which the family is quite unable to extricate itself without outside assistance.

Until comparatively recently "problem families" were regarded as hopeless and undeserving of help. The only alternative to leaving them to their fate was to remove the children.

In a few years the attitude of the community to these families has completely changed.

One reason for this change of attitude is that the cost of maintaining children away from their homes has now become almost prohibitive. Another and better reason is that more is known about the effect on children of taking them away from their homes. In the words of Dr. John Bowlby*:

It must never be forgotten that even the bad parent who neglects her child is nevertheless providing for him... He may be ill-fed and ill-sheltered, he may even be very dirty and suffering from disease, he may be ill-treated, but unless his parents have wholly rejected him, he is secure in the knowledge that there is *someone* to whom he is of value and who will strive even though inadequately to provide for him until such time as he can fend for himself.

Although they so obviously need help, "problem families" fail to make use of or benefit from the many facilities that now exist for helping people in difficulties. Individual workers in both statutory and voluntary social services are deeply concerned with these families, and it is no criticism of the work of the services to say that none of them have either the staff or the time to give these families the detailed attention they need. Nor are the multiplicity of inter-related problems presented by "problem families" usually within the scope of any one body. They are a minority who, in their own interest and that of the community, need special attention.

A New Kind of Service

Family Service Units, a voluntary caseworking agency established in

* *Maternal Care and Mental Health* by John Bowlby, UNO, Geneva.

1947, and now working in Birmingham, Bradford, Bristol, Leicester, Liverpool, London, Manchester, Oldham, Salford, Sheffield, Stockport and York exists to meet this need.

Almost all families assisted by Family Service Units are referred by other bodies both statutory and voluntary, who come across them in carrying out their normal functions and feel they would benefit from the type of assistance provided by the Units.

Thus families do not apply for assistance, and the offer of help comes from the Unit to the family, but the workers have no authority or official powers and the families can at any time ask them to withdraw. We can only help them in so far as they are willing to work with us.

The families have, therefore, to be enabled to want to do something about their problems, and the caseworker has to communicate both his desire and his ability to help with them, before there is any basis on which to work. This does not mean that nothing can be done unless the person asks for help.

Some people are too immobilized to make the move either because of the nature of their difficulties or because their past experience of asking for help has been so unfortunate. The caseworker has to reach out to these families.

The central factor in work with "problem families", as in all casework, is the relationship between caseworker and client. The initial contact between them is the growing point of this relationship, and of primary importance therefore is a sensitive response to the client's feelings. The need is to start from the client's position rather than one imposed upon him, and the caseworker

must demonstrate from the beginning a willingness and an ability to do this. He will need to show that he can take hostility and indifference or any of the other feelings shown.

From the beginning the caseworker shows himself to be a warm and "non-judgmental" person; one who is not afraid of assuming responsibility or of acting with authority but only in order to serve the client's interests and not his own; above all one who will remain unchanged whatever the client may do or say. The caseworker attempts to establish a relationship which breaks away from the unhelpful patterns of the past and through which the client can learn by experience more effective ways of seeing and handling problems.

Families are often referred at a point of crisis, and referral at such a time does offer an appropriate point of entry into the families' situation. The crisis itself, however, is usually only one aspect of the family's disorganization, the ramifications of which the worker has to assess. This "casework diagnosis" is an essential basis for work with the family. The process of study and understanding, however, cannot be separated from helping, not least because the way in which the client reacts to the worker's efforts to collaborate with him offers valuable diagnostic clues.

The initial phase of the contact is immensely important for the future development of the work on the case. It is an active time for the worker blending the two concurrent aims of diagnosis and treatment. These considerations apply to casework generally but "problem families" present special difficulties owing to their reluctance or inability to seek help, the nature of the referral

situation, the extent of family disorganization and the multiplicity of problems.

Collaboration

The families are usually known to many social services: health, housing, relief, education, child welfare, probation, etc. Each, primarily concerned with only a limited aspect of the problem or the family, makes little progress. Overlapping between agencies and over-visiting also arise and are not only wasteful for the community but confusing for the family. Different workers or organizations may, in fact, be following different or even contradictory policies with the same family.

No one symptom or member of the family can be singled out and treated in isolation. The family must be approached as an integrated whole and every aspect of its often complex problems dealt with as far as necessary.

Constant collaboration is necessary with all the many agencies concerned with different aspects of the family's welfare. The worker's task is to mobilize the appropriate resources. Communication solely on the verbal level is difficult for many of these families; they need more direct and tangible evidence of concern. Practical help can be useful in gaining the confidence and trust of the family and of giving them reassurance, support and encouragement, while doing tasks with the parents may reinforce the educational aspect of the work.

A great deal of time is devoted to each family. Progress with clients of the kind with which Family Service Units is concerned is usually slow, and work therefore continues for prolonged periods. The majority of families need close contact over many

months, visits often occurring more than twice weekly and at times of special activity even daily. Caseloads are therefore limited to ten or fifteen families.

Reaching Out

Most interviews between the family and the worker take place in the home. It is usually only by reaching out to families in their own home that contact can be made at all, but apart from this it is in the home that these families can best be understood and treatment evaluated.

A high degree of understanding and skill is required of workers assisting these families. The workers joining Family Service Units have a fairly varied background; considerable stress is placed on training and previous experience but selection is finally decided on an assessment of personal qualities and approach to the work.

New workers are usually allocated to a well-established Unit for a period of initial training which is normally of at least six months' duration. The trainee is gradually introduced to casework of increasing complexity and responsibility, and demanding increased casework skill, under the close supervision of an experienced worker. Theoretical study is planned to meet the needs of the individual worker and is closely integrated with the supervised practical work. The initial training period is not thought of in isolation but is envisaged as part of a continuing process of training which lasts throughout a worker's period of service.

We recognize that if the Units' work is to develop, it will be necessary continually to re-examine the assumptions on which it is based and test the effectiveness of the methods

employed. Family Service Units has always regarded research as an integral part of its work.

Research within the organization has two important purposes: on the one hand to make a contribution to public knowledge about the problems the organization is concerned with; on the other, to equip the worker with a better understanding of his work to improve the quality of the service offered.

Hope Despite Handicaps

Families are usually referred at a very late stage of deterioration. In addition, Family Service Units' families are those from whom the least progress is to be expected, since they are all families who have not responded to the normal help available. Some improvement in the situation of a family usually takes place, but the degree and nature of the response naturally varies considerably from family to family.

Low intelligence, chronic ill-health, instability of temperament and character and the relationship between the parents all set limits within which improvement may take place and, in a few instances, create difficulties of such a serious nature that little can be achieved. Pressure from the community to maintain higher standards might, in fact, lead to complete breakdown.

On the other hand, there are families where help has enabled them to take their place as responsible members of the community within a comparatively short period. In other families, their habits and attitudes may improve and they may be able to maintain such improvement unaided,

but although they may be making the best adjustment possible in the circumstances, their conditions may still not be wholly satisfactory. The remainder need some form of continuing care if improved standards are to be maintained. Some will need only occasional contact in a crisis, while a few will require supervision for long periods.

Even when the parents do not fully respond, experience over a long period shows that much can be done for the children. Neglected children grow up to become neglectful parents. By breaking the vicious social succession, the work of Family Service Units is truly preventive even in extreme cases.

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A PADDLE FOR JUVENILE DELINQUENTS

GORDON W. RUSSON

A TRIP to the woodshed, with a liberal application of the paddle, is, in the belief of many, all that is necessary to set a delinquent youngster on the straight and narrow.

Arguments in favour of paddling seem to have their foundation in the conviction that the offender needs to be taught a lesson. The typical pattern is as follows:

Because of his behaviour Junior is scolded and warned that further misdemeanors will result in more drastic action. More misbehaviour occurs and the boom is lowered. Further criticism, fortified with some physical abuse, finally convinces Junior that he is wrong. Once he is convinced he dries his eyes, thanks his punisher, and thereafter, by a change of will, lives as a good, law-abiding citizen. If the first treatment didn't take hold it can be repeated a second or third time, and so on. To sum it up, you "take Junior to the woodshed, apply a good dose of the paddle, and thereby teach him a lesson".

The approach at the Saskatchewan Boys' School has some similarities to the traditional pattern, some differences. To begin with, the boy assumes

more of a kneeling position but instead of being bared from the waist down he is usually bared from the waist up. Exposure to the hot sun seems to add to the effectiveness of the treatment. Interestingly we have not had too many complaints from the boys that the discomfort was intolerable, nor has there been much evidence of a hang-over of bitter resentment. One further change is in the paddle itself. In our experiment the paddle is of wood, between five and six feet long, carefully shaped and smoothly sanded and varnished. It has one purpose only—that of propelling a canoe through the water.

A paddle of this nature can't be used in an industrial school or in the back yard, hence an outdoor parkland setting is necessary. The traditional prescription for treatment can be neatly paraphrased as follows: Take Junior to the woods, apply the paddle skilfully, and thereby teach him a lesson.

For three summers now, with the blessings of the Corrections Branch* administration, we have conducted ten to fourteen-day camping trips in

* Saskatchewan Department of Social Welfare and Rehabilitation.

Dr. Russon is senior psychiatrist, Corrections Branch, Saskatchewan Department of Social Welfare and Rehabilitation. He says in a letter: "The Saskatchewan Boys' School referred to is the provincial institution for juveniles committed by court, and is located in Regina. The number of boys we work with is not large and our experience with therapeutic camping is not a lengthy one, but we do believe we have discovered a useful approach to the better understanding and treatment of the boys." Dr. Russon has acted in the capacity of Camp Director for the camps mentioned in the article.

the northern woods. The results are not easy to assess but are perhaps indicated by such remarks as "I never enjoyed anything so much in all my life", "The atmosphere is so much more relaxed", "You can get to know a boy better in a week here than in six months at the school", "Mr. —, will you show me how to steer a canoe?"

Certainly the boys need to be taught lessons. Chances are that they have not enjoyed much of the experience of having anybody teach them anything worthwhile previously. To believe that criticism and physical abuse will somehow work a magical cure seems to be naïveté at its worst. Teaching a boy a lesson by recognizing how right he is and how successful he can be seems to hold more promise. To this latter end the appropriate use of the paddle seems to lend itself admirably.

The primitive nature of our camp setting plays into the therapist's hands, because of the inducement to shed the complicated behaviour protocols of urban society. The water is inviting—off come the clothes. Off too, must come the thumb of unnecessary authority and control. One eats because of hunger, not because a bell rang. Sleep comes naturally because of the healthy fatigue after a day in the open; besides it's too dark to do much prowling around and the hungry mosquitoes encourage getting into a protective sleeping bag.

In preparation for the camps the emphasis has been on establishing a consistent staff attitude which would achieve a maximum of permissiveness and a minimum of rules and regulations. No punishment, no scolding or preaching, no "pressuring" to take part in activities. The attraction of the experience was considered to be

the best motive for a boy to take part and to co-operate.

For instance, rather than lecture to the boys on the most suitable way of paddling, and preach co-operation, we left it to them to discover that paddling in unison produced a smoother, faster ride. Some boys spent hours paddling up and down the shore, perfecting their control of paddle and canoe.

Initiative was left largely up to the boys, although staff from time to time suggested a venture on an invitation basis. Some boys responded, some didn't. An indication of the eagerness of the boys to be part of an exciting experience was manifested, however, when the local park warden called at our camp for a small number of volunteers to put out a fire—and had to turn down a disappointed majority.

The aspect of primitiveness was considered worth retaining to the extent that where there was a choice not influenced by necessity, comforts and ready-made "props" were left behind in deference to a policy of do-it-yourself-from-the-material-available. Building a fireplace on the spot appeared to have more challenge and satisfaction than a ready-made stove that could be carried in the boat.

Punishment was out, even such minor punishments as scolding or suspension of privileges. If a planned project didn't come off there wasn't a great loss. Table manners weren't too important; the egg would get washed off at the next swim anyway. The only need for conformity was in situations involving safety and survival. Besides, our emphasis was on observation and understanding; and punishment would quickly send the symptomatic behaviour under cover. We believed that the boys had to

accept the staff as friends before they would move in the direction of asking for help.

This last prediction did not seem to be much amiss. Bids for attention and acceptance were more numerous than could be accommodated or recorded. A few boys overplayed it and adopted a clinging approach. The majority, however, wanted help when and how they wanted it and were keen to exercise their own independence. Best of all, the overtures from the boys seemed to come spontaneously without self-consciousness. "How do you make a J-stroke when you're paddling stern?" "Hey! will somebody tell me if there's enough salt in the soup?" "What kind of bird is that?" "Show me how to fillet a fish".

There was little wilful destructiveness. Quarrels flared and died out quickly and remained at a verbal level. There were no attempted run-aways (they couldn't get far anyway). No rules were made and enforced regarding times of arising, or how many meals one had to eat, or how the boys were to dress, or when to go to bed. There was considerable disregard for personal belongings if they were not of immediate foreseeable use, and especially if they were School issue.

The results are difficult to estimate. We cannot lay claim to a cure-all for juvenile delinquency. We did not intend to prove much, but were concerned with exploring the use of camping further as a means of fostering healthy juvenile-adult relationships.

Out of our experience has come the consciously expressed awareness that the camping experience has a real benefit for staff, perhaps even more important than the effect on the boys

at this point. Forthcoming camps are anticipated with pleasure, and it does seem fundamental that staff should enjoy their work. The eagerness to explore this method further and conduct better camps is a continuing motivation which has led to a refinement of "material" planning and, more important, a growth in the direction of personality study, methods of observation and recording, and an objective consideration of the underlying philosophy.

Remarks from the boys are encouraging. Having been to camp they tell of their exploits and boast of having taken part in a rugged experience that needs little embellishment. In this there seems to be a sound integration of positive self-identity. Some boys still at the School ask "Can we go on another trip next summer?" Pictures from camp, particularly those of boys holding up a prize string of fish, are eagerly sought and proudly kept. Rapport is not difficult to maintain with a boy who has shared a tent, or a fishing rod, or the thrill of running the rapids. Even a swamping of a canoe, or the scorching of a pudding, or a thorough soaking in a downpour is recalled with a sense of comradeship. A staff member dripping from head to foot has no dignity left except that which springs from his basic confidence and good will—and this is the kind the boys seem to trust.

Not all of the boys appeared to enjoy the camp. We recognize that there is much to learn about selection, preparation and actual camp program. But we do feel happy about the experiences to date, and a mid-winter "camp meeting" does not lack in enthusiasm. Please then let us consider retaining the paddle as an essential part of the treatment of juvenile delinquents!

WHAT THE COUNCIL IS DOING . . .

This column has been "resting"—as they say of out-of-work actors—for the past two issues. In February it was replaced by the account of the Social Security Conference, that very important event in the Council's life. And of course, March saw the special issue, "Social Workers in Social Welfare", from which "domestic matters" were largely eliminated.

Board of Governors Meeting

The best place to pick up on Council activities would seem to be the Board meeting that took place in London on February 25. Its most important action was the approval of the Council's 1958-59 budget at a figure of \$290,680.

Some interesting changes in membership regulations, recommended by the Council's Membership Committee, were approved. It has long been recognized that there should be special arrangements to meet the needs of the federal and provincial governments, all of which make large contributions to the Council and have a number of departments interested in working with us. Up to now, the governments have been in the same membership position as the smallest member agency. In future, they will not only have two voting Council representatives but may also appoint up to thirty representatives (for the federal government) and fifteen representatives (for the provinces) to the Council's divisions.

Regional offices and institutions may also receive appropriate literature on request, and in special circumstances other privileges may be extended to governments. At the same time, the Council is free to seek individual memberships among in-

terested government employees as evidence of their interest and their desire to support and participate in the Council's work.

The Board also approved the establishment of a new fee category for local citizen groups. The fee is \$15 a year for groups with a membership up to a hundred people, and \$30 for those with a hundred or more members.

Included in the Membership Committee report was a request for Board consideration of the problem posed by the fact that certain member agencies continue to be recognized as members of the Council in good standing although they are not paying full fees. The Board asked that the Council's divisions be consulted and a detailed statement on the situation be prepared.

Phyllis Burns, director of welfare services, presented to the Board a review of current program activities. This report was of such interest and catches up so much of what the Council has been doing lately that it is reproduced here:

Committees and Projects

The **Committee on the Welfare of Immigrants** has met with officials of the Department of Citizenship and Immigration at their request to advise on *assistance rates for unemployed immigrants* who have been in Canada for a year or less. Basically, the Council's recommendations have been accepted and these rates are now in effect. The assistance is to be paid in cash as soon as the necessary forms are provided by the Queen's Printer.

At a recent meeting of the Committee, it was decided to support the idea of a *government-sponsored conference on immigration policy* to seek C.W.C. participation in the *immigra-*

tion planning conference usually held in March, and to approach the Acting Minister of Citizenship and Immigration about *removal of the "public charge" clause as grounds for deportation*. A resolution on this latter subject approved by the Board had been presented to the previous Minister but no action resulted.

The **Committee on Personnel in Social Work** has been giving considerable attention to the need for *financial help to students* with the cost of social work education. It has been decided to draft a brief, to bring this problem to the attention of employer groups, which will come to the Board of Governors for approval in the fall. This plan has been reviewed with the Council on Education and Personnel for the Social Services and has its wholehearted support.

The **Public Welfare Division** is preparing the first of a series of policy statements. This one deals with *standards in public welfare* and will be a major item at the Division's annual meeting. The Division Committee on *Desertions* has set up sub-committees in five provinces from Alberta to Newfoundland. An interim report is expected at the Annual Meeting.

The **Family and Child Welfare Division's** Committee on *Homemaker Services* has been very active and is now preparing a leaflet describing this service and the need for its development and extension in Canada. It will appear before March 31, and broad distribution is planned. This is particularly timely in Ontario where the provincial government has announced plans for legislation to provide for the sharing of costs of this type of service probably much as the costs of child placement are now shared.

An *Advisory Committee on International Social Service* is being organized under the chairmanship of Mrs. J. M. Rudel of Montreal. It will be a sub-committee of the Family and Child Welfare Division and will ad-

vise on policy matters affecting this service.

In the **Community Funds and Councils Division** there has been a good deal of activity in connection with *plans for national publicity* in connection with the 1958 campaigns. A merger of Canadian and U.S. catalogues of public relations items has been arranged; work is under way to extend publicity services to the French-speaking members of the Division.

The *Company Contributions Committee* is giving major attention this year to crown corporations and twenty-five national corporations across the country which have the lowest rate of giving per employee. The Committee plans to issue a new brochure giving illustrations of the formulae for determining contributions now in use by four or five of the most generous companies.

The *Labour Participation Committee* has under way a survey of organized labour's participation in funds, councils and local agencies.

The Council's section, after ten months' work by a special committee, has prepared a report entitled *Councils in Modern Perspective* which sets out principles for joint planning and guides for future development of Councils in the light of recent trends.

The *National Agency Review Committee*, staffed by the Community Funds and Councils Division, will be holding its hearings on April 1 and 2. In addition to the agencies reviewed last year (Y.W.C.A. of Canada, Canadian National Institute for the Blind, Canadian Arthritis and Rheumatism Society, Canadian Mental Health Association, Canadian Welfare Council), the Committee has been asked to review the proposed budget of the newly established Canadian Council on Education and Personnel for the Social Services on which the Council is represented.

Field Service and Consultation

Since the last meeting of the Board, Mr. W. A. Dyson of the Community

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Funds and Councils Division has paid a field visit to Chests and Councils in the Maritime Provinces; Mr. W. T. McGrath has recently returned from four weeks in Western Canada where he visited public and private correctional agencies. One of the chief purposes of this latter visit was to assist with plans for the Annual Meeting of Juvenile Training Schools, which is scheduled for Winnipeg, October 20-22, 1958, and for the second Congress of Corrections planned for Vancouver, May 25-28, 1959. In both instances, local committees are taking a good deal of responsibility for the preparatory work.

Norman Cragg of the Public Welfare Division has just left to spend five weeks in Western Canada. This will provide him with an opportunity to become acquainted with public welfare officials in that area, and especially to have on-the-spot discussions of the draft policy statement on social security with key groups in seven western cities. These groups, drawn from interested sections of the Council's membership, will provide one of the first opportunities the Council has had to bring together a group of board members, representatives of donor corporations and member agencies on a specific item of Council program.

Extensive consultation is being given by mail to several communities by the Family and Child Welfare Division in response to specific requests for help with the revision of agency policy and, in one case, for a re-examination of the whole function of an agency. It is expected that in some of these instances on-the-spot consultation will be required either by a member of the Council's staff or by a neighbouring agency.

Studies and Surveys

Winnipeg: The Council accepted a request from the Children's Aid Society of Winnipeg to provide consultative service to a self-study of certain aspects of its program. Be-

cause of staff shortages in the Council, outside help was employed on this project in the person of Mrs. March Dickins, Director of Casework, Children's Aid Society of Metropolitan Toronto. She will have made three visits to Winnipeg between November 1957 and May 1958. Reports to date indicate that this has been a very satisfactory arrangement.

Child Welfare Services in Halifax: Under the direction of Eric Smit, Executive Secretary of the Family and Child Welfare Division, a survey of child welfare services in Halifax is under way. It is expected that this study will be completed before the end of June.

Welfare Federation of Hull: The Council has been asked to assist in an examination of the policies and practices of the Hull Federation. Some consultations about this study have already taken place and it appears that it will be carried out under the leadership of staff members of the Community Funds and Councils Division.

Calgary: Mr. Davis will be making a week's field visit to Calgary to consult with a group there concerned with planning for the use of a substantial bequest to improve child welfare services.

Meetings and Conferences

The French Commission sponsored a highly successful *Public Relations Institute* in the Council Building in November. This Institute was attended by about sixty persons from Ottawa, Montreal, Quebec, and other French-speaking communities. Incidentally, the registration fees were sufficient to make the Institute's report available without charge to interested French-speaking members of the Council.

Mr. Eric Smit and Miss Phyllis Burns served as consultants on the subject of Staff Training at the recent Conference of the Ontario Association of Children's Aid Societies.

Mr. Davis and Miss Phyllis Burns

represented the Council at the Annual Program Meeting of the Council on Social Work Education which seemed particularly pertinent this year in view of the development of the Canadian Council on Education and Personnel for the Social Services, and since the agenda was centered around the curriculum study of the Schools of Social Work in which all the Canadian Schools were involved.

Mr. Davis and Mr. Smit represented the Council at the Canadian Conference on Education held in Ottawa during February and Mr. Smit served as chairman of the round table group concerned with the role of the home in education.

Visitors

Mr. C. M. McVay of Guernsey, who had been awarded a King George VI Memorial Bursary, has just completed a five-month study visit in Canada under the Council's auspices. He visited groupwork, recreation, and adult education services from Victoria to Halifax and the visit seems to have been mutually beneficial.

A group of Council staff met with Mr. Alex Huleck, a United Nations Fellow who is the Director of Rehabilitation in Poland. His primary purpose in visiting the Council was to learn something of this type of organization and about our relationship to national planning in the rehabilitation field in Canada.

And to Round it Off...

Community Funds and Councils Division Midwinter Meeting: This highly successful meeting took place in London, February 22-24, prior to the Board meeting. The high point of the discussions was perhaps the Plenary Session where the report "Councils in Modern Perspective", already mentioned, was presented. But many other topics of interest were considered.

Concurrent groups discussed community fund organization and cam-

paigns and the work of councils in large and small cities. There were also other plenary sessions on national public relations for campaigns and on the co-operation of national agencies. The opening address on "The Issues Before Us" was given by Dr. G. E. Hall, President and Vice-Chancellor, University of Western Ontario; and the speaker at the closing dinner was Frank B. Campbell, Director of Finance, Somerville Ltd., London, on the topic "1958—A Year of Challenge & Opportunity". The emphasis throughout on social planning was an excellent feature of the Conference.

Much thanks are due to the local committee in London that carried major responsibility for the success of the meeting. Its co-chairmen were K. W. Lemon and J. A. Beechie of that city. Attendance at the Conference was 142, about one-third of them laymen. French-speaking federations and councils were represented by a group of twenty, and their particular concern received special attention.

Social Security Policy Statement: Mr. Cragg, returned from his western field trip, has reported great interest in the discussions of this statement which is to come before the Council's Annual Meeting on June 2. In the meantime, other meetings have been taking place in Ontario, the Province of Quebec and the Maritimes, with similar warm appreciation of this opportunity for the Council's membership to participate so directly in shaping policy.

In all, 25 meetings involving about 550 people have taken place, a wonderful example of membership participation in the Council. Views expressed in the discussions have also been most useful in re-drafting the state-

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ment, and its presentation at the Annual Meeting should be an exciting event.

International Social Service: The Committee has held its first meeting and a sub-committee is at work on a statement of the policy that should be followed by the Council in its service as an affiliated office of I.S.S. Besides this task, the Committee's duties include keeping policy under review, considering special problems, recommending on staff, maintaining liaison with other appropriate organizations, and exploring the possibility of earmarked financing of I.S.S. work.

Those of you who read the article on I.S.S. in the November issue of WELFARE will know what an important and complicated service it is. Although not an official branch of I.S.S., the Council's work in this field has been growing steadily. The Committee has major responsibilities ahead of it.

Corrections: Representatives of the Division are meeting shortly with the Unemployment Insurance Commission to discuss the possibility of extending to prison inmates the same benefits as now exist for people who are ill. This would mean that time in prison would not be taken into account, as it is now, in deciding the "recency of employment" necessary to claim unemployment insurance.

The Corrections Division has a committee, under the chairmanship of Dr. Stuart Jaffary of Toronto, studying the question of education and in-service training of corrections staff. It hopes to be ready to take definite action in the autumn. Another Committee, chairman J. C. Poitevin, Montreal, is examining the possibility of a system of prison visitors, such as is in effect in Great Britain. Unlike the professional after-care worker who has certain definite responsibilities, the prison visitor acts only as a friend to give social contact and help counter the effects of prison loneliness.

Recreation: The Division's National Committee is planning an assessment of the Council's function in the varied field of recreation in Canada. It is felt that such a move would be invaluable before appointing a new executive secretary of the Division.

Publications: The leaflet, *Wanted—Homemaker Services to Meet Family Need*, is now in print both in French and English and is in great demand as is the March special issue of this magazine, "Social Workers in Social Welfare". Indeed, both publications look like being best sellers, and we would urge you to get your orders in while there is still a supply (see advertisements elsewhere in this magazine).

P. G.

Help for the Home

A series of broadcasts on CBC's *Trans-Canada Matinee* on Mondays beginning June 9 will describe "home help" and "homemaker" services across Canada. How can citizens get assistance in setting up "home help" services to bring together the family or person in need and the mature woman who has time and skills to meet this need? Broadcasts will seek to answer this question and will be documented by stories of personal and community achievements. Consult your regional CBC Times for topics, dates and times of broadcasts.

ACROSS CANADA



Hospital Insurance On March 3rd the Ontario government signed an agreement with the federal government, which, under the federal Hospital Insurance and Diagnostic Services Act, will make federal payments available to meet a portion of the costs of the Ontario Hospital Plan when it is introduced on January 1, 1959. While Ontario is the first province to sign an agreement, it is anticipated that other provinces with hospital plans now in operation, such as those in British Columbia, Alberta, Saskatchewan, and Newfoundland, will sign similar agreements in the next few months to take advantage of the promise made by the Diefenbaker government last December to implement federal participation by July 1, 1958.

News reports from Manitoba also indicate that that government's plans for hospital insurance are rapidly proceeding towards legislative enactment of a Bill which would permit Manitoba to participate this year in the proposed federal-provincial program.* Developments in the Maritime provinces seem to indicate that their participation, as well, can be anticipated beginning January 1, 1959, and recently there have been reports from Quebec that this province, too, is giving the matter serious consideration.

* Since this was written, legislation covering Manitoba's entry into the national hospital insurance scheme has been put through its final stages in the provincial legislature, so that the program can be put into effect on July 1.

Ontario Hospital Plan

Under the Ontario agreement the Provincial Government will operate a comprehensive hospital insurance program, available to all residents of Ontario.

The Agreement consists of several parts, the first of which contains the basic contractual arrangements between the two governments. This part of the Agreement is more or less standard and will be in the same form for all provinces. Attached to this are a number of schedules, prescribed in the Act, relating to the Ontario program specifically. These schedules will differ from province to province, since the Act permits variations in provincial plans provided they meet the basic provisions contained in the federal legislation.

Ontario residents who enter the program will be covered for a wide range of in-patient benefits including accommodation and meals at standard ward level; necessary nursing services; laboratory, radiological and other diagnostic services; drugs, biologicals and related preparations; use of operating room, case room and anaesthetic facilities; surgical supplies; and radiotherapy and physiotherapy facilities. The Ontario agreement also provides for out-patient services for accident cases on an emergency basis.

The program will be administered by the Ontario Hospital Services Commission.

**Unesco
National
Commission**

The first meeting of the new Canadian National Commission for Unesco was held in Ottawa on February 5 and 6.

Attending the opening ceremonies were the Right Honourable John Diefenbaker and the Honourable Sidney Smith, who brought greetings from the Government and the Department of External Affairs. The Honourable Brooke Claxton in his capacity as Chairman of The Canada Council explained the relationship between the Council and the Commission. Among the special guests attending the meetings were, Mr. René Maheu, permanent representative of Unesco to the United Nations in New York, a fraternal delegation headed by Vice-Presidents William S. Dix and Mrs. Elizabeth Heffelfinger from the U. S. National Commission and Mr. R. Pichot, an observer from the French National Commission.

The newly formed Commission for Unesco was organized under the sponsorship of The Canada Council in accordance with The Canada Council Act and an Order-in-Council of last June. Its President is Dr. N. A. M. MacKenzie, President of the University of British Columbia and a member of The Canada Council. The Vice-President is Dr. J. F. Leddy, also a member of the Council; and the Secretary is Mr. Eugène Bussière, who is also Associate Director of The Canada Council.

Because of the close relationship between the Department of External Affairs and the National Commission, the Department is represented both on the Commission's permanent membership and on its Executive. The Constitution of the Commission,

as adopted at its first meeting provides for twenty-six members, some on a permanent and some on a rotating basis. All members are representatives of organizations which are concerned or active in the fields of education, science, cultural affairs and mass communications.

The Constitution also provides for a system of rotating membership for organizations which have cooperating status with the Commission. To qualify for cooperating status, an organization must be national in scope, maintain purposes in harmony with those of Unesco, and be able to make a useful contribution to Unesco's program.

There are three main functions which are expected to be performed by a National Commission for Unesco: to advise the national government on the problems relating to participation in the work of Unesco; to serve as an agency of liaison and information between the Unesco Secretariat and the many voluntary and non-governmental organizations which are concerned with Unesco's area of activity; and to promote an understanding of the general objectives of Unesco and facilitate participation in Unesco affairs.

The meeting adopted and discussed the Commission's constitution and by-laws, completed its executive committee, and arranged to explore the possibilities of taking part in Unesco's major project on the mutual appreciation of eastern and western cultural values. It also decided to hold biennial general conferences to which organizations and individuals active in the fields of Unesco interest would be invited, the first such conference probably to be held in 1959.

Unemployment Assistance

Eight provinces are now participating in the arrangement under the Unemployment Assistance Act by which the federal government shares in the cost of financial assistance to the needy unemployed. They are British Columbia, Saskatchewan, Manitoba, Ontario, New Brunswick, Nova Scotia, Prince Edward Island and Newfoundland.

Only six provinces were in the scheme before the "threshold" clause in the Act was removed last December. This clause provided for federal sharing of costs only when the number of unemployed in a province exceeded .45 per cent of its population.

Married Women Working

The Women's Bureau of the Department of Labour issued its report *Married Women Working for Pay*, in March. This is an 80-page pamphlet (available from the Queen's Printer, Ottawa, at 25 cents) based on a survey of employed married women in eight Canadian cities. The report answers such questions as: Who are the married working women? What are they doing? Are they regular members of the labour force? What do they and their husbands earn? Why are they working? How do things work out at home? How do the immigrants fare?

Civil Defence Compensation

Nova Scotia was the eighth Canadian province to sign an agreement with the Federal Government covering injury to Civil Defence personnel while engaged in Civil Defence training activities. Under these agreements, Canada agrees to pay 50 per cent of the compensation awarded by the Workmen's Compensation Board of the province to the injured Civil

Defence worker. The remainder is paid by the province.

Other provinces in Canada having similar agreements with the Federal Government are British Columbia, Alberta, Saskatchewan, Manitoba, Ontario, New Brunswick and Newfoundland.

Under the terms of the agreements any person who is duly enrolled and registered with the Provincial Civil Defence Co-ordinator and who is injured while engaged in Civil Defence training can submit a claim through the Provincial Co-ordinator to the Workmen's Compensation Board which determines the extent of injury and the amount to be paid in compensation.

Ontario Adoption Legislation

Under new legislation amending the Ontario Child Welfare Act 1954, adoption consents will not be valid if signed before the child is seven days old. The mother then has 21 days in which she may revoke her consent if she simply notifies the Director by letter of her revocation. After this a consent is irrevocable, except that the matter may still be brought to the attention of the court any time prior to the making of an adoption order, and if in its opinion the child's best interest would be served the court may cancel the consent. The length of residence of a child in the home before an adoption order may be granted has been reduced from one year to six months.

Upon a court order the adopted child now becomes the child of the adopting parents as if he had been born to them, and the child's relationship to everyone in the community, including all kindred of the adopting parents, is deemed to be

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the same relationship as if he had been born to the adopting parents in lawful wedlock; and the adopted child's kindred cease to be his kindred. The one exception is that the adopted child may not marry one of his natural kindred within the prohibited degrees of consanguinity. Inheritance is brought into complete conformity with the changes in relationship brought about by the child's adoption.

Birth registration is changed to reflect the legal completeness of adoption. Under an amendment to the Vital Statistics Act, the child's old record is removed and the new one inserted carrying the new name of the child and those of the adopting parents as if the child were born to them on the day on which he was actually born.

Any person born in Ontario but adopted under the law of any country in the world, at any time in the past or future, who comes to live again in Ontario is affected by this legislation just as though he had been adopted under this Act and after its proclamation. The act is universal and completely retroactive.

Newfoundland Social Assistance

Some amendments to the regulations under the Newfoundland Social Assistance Act were gazetted on October 29, one of which raised from \$360 to \$440 the maximum annual income permitted for families receiving social assistance without deduction from the allowance. As formerly, if an individual adult receiving social assistance has an outside income in excess of \$360, the excess will be deducted from the social assistance allowance.

Another new provision permits a welfare officer to grant social as-

sistance in kind in the form of special food orders up to \$10 for periods up to three months to a person who has been a patient in a sanatorium or who is in receipt of a satisfactory medical certificate. As before, a welfare officer may grant assistance in kind where in his opinion there is immediate need, pending the granting of social assistance by the Minister.

A third amendment provides that the regulations requiring an incapacitated adult to be examined by a medical doctor and to produce a medical certificate satisfactory to the Minister before being granted an allowance does not now apply to a female over the age of 55 years.

Quebec Committee on Indians

Last May the *Société Nationale de Samuel de Champlain* set up a committee to promote the understanding of the Indian in his true light, to act as a clearing house for literature on Indianology, and to promote celebration of the great Indian anniversaries. The first task that the committee has set for itself is to free white Canadians from their false ideas about Indians and to put these first Canadians into their rightful and honourable place in the life of Canada. Another task is to correct false notions about the part played by Indians in the early history of the country.

Quebec Needy Mothers

The Quebec Government under legislation passed in February has increased payments to needy mothers. The allowance for mother and one child remains the same as before, at \$60 a month, but for each additional child the mother will now receive \$10 instead of \$3.

**Immigrant
Service
Montreal**

Travellers' aid work was formerly the chief activity of *Le Service d'Accueil aux Voyageurs* in Montreal, but recently this agency planned to extend its services by providing additional help to immigrants. It will undertake the following: interpretation and translation; information and counselling about community welfare services, education, clinics and hospitals, employment and recreation; emergency assistance in meeting immediate needs for housing, clothing and food; and casework for immigrants with special social difficulties.

**Elizabeth
Fry House
Toronto**

The Elizabeth Fry Society of Toronto has opened a new service. The whole top floor of the building in which the Society's offices are located (123 Yorkville Avenue) has been turned into the Elizabeth Fry House to provide limited sleeping and clubroom facilities for the Society's clients. There is room for six girls at a time sleeping in, and meals at nominal cost are provided to clients who make use of the clubroom facilities during the day. Clients will sleep in for a limited period only, until they are sufficiently well established to find outside quarters. The project is being financed for the first two years by the Junior League. There will be a director in charge and Junior League volunteers will work with her in planning and operating the program.

**Child Care
Workers**

Thistletown Hospital, an institution for emotionally disturbed children operated by the Ontario Department of Health, is advertising in the press for people to undertake a training course for child care workers. Applicants must have had previous experience in working with children. Students will

be working directly with children under professional supervision at salaries depending on their qualifications. They will be enrolled for a one-year or two-year period of full-time training. One course will begin on June 1, 1958, and a second on September 1, 1958. Full information about the courses may be obtained from Dr. John Rich, Thistletown Hospital, Thistletown, Ontario. See the February issue of this magazine, page 286, for a brief account of the hospital and its staffing.

**Brown
Memorial
Fund**

The Board of Warrendale, Newmarket, Ontario, is setting up a fund in memory of its late assistant director, Elizabeth Frost Brown, wife of the director, John L. Brown. Mrs. Brown died suddenly on September 18, 1957. Her special skills, experience and education united with her own personal qualities of humour, perceptiveness, sympathy and ready understanding, enabled her to make an outstanding contribution to the welfare of the girls under her care. The memorial fund will be used for adding to the building facilities of Warrendale, which is a residential treatment centre for adolescent girls. Friends may send contributions to St. Faith's Lodge (Warrendale), care of Mrs. George Mara, 69 Dawlish Avenue, Toronto.

**Halifax
Housing**

Two housing projects are under way in Halifax. One is a 360-unit public housing development, and the other is the demolition and redevelopment of a nine-block deteriorated area in the centre of the city. The city and the federal government share equally in the cost, acquisition and clearance of the land and in the revenues from resale in the re-development project. The province, the city and the federal

government assist in the erection of the 360-housing-unit development.

These projects are the culmination of much community activity. Late in 1956 and in 1957 a study was made by Professor Gordon Stephenson of the Department of Architecture, University of Toronto, and a report with recommendations prepared. On December 19, the Halifax City Council approved a redevelopment program based on the recommendations. A number of public meetings discussed the Stephenson Report, including an all-day Citizens' Conference at Dalhousie University, jointly sponsored by the Dalhousie Institute of Public Affairs and the Community Planning Association of Canada.

**Bronfman
Fund
Progress**

The Ann and Harry Bronfman Fund for Social Work Education and Training was established in the spring of 1956 to promote interest in social work as a career and particularly to stimulate recruitment of students for the graduate schools of social work at McGill University and the University of Montreal. The Fund issued a progress report in November 1957, which describes a great variety of activities aimed towards both immediate and long-term results.

The Fund's staff answers inquiries from prospective students and puts them in touch with possible sources of financial help for their professional education, and encourages people in a position to endow scholarships and bursaries to apply funds to social work education. The Fund carries on a widespread educational campaign to inform the community at large and young people in high schools, colleges, camps, clubs, about social work, its nature, educational requirements and attractions.

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Films, pamphlets, talks, the periodical press, television and radio are all used to disseminate information, and the Fund maintains close liaison and cooperation with educational institutions, the mass media, community groups and professional associations, both enlisting their help and supplying them with information and literature.

**Windsor
Youth
Services**

Community uneasiness about juvenile delinquency in Windsor, Ontario, led to the formation in January 1957 of the Community Welfare Council's Child and Youth Services Committee. A recent special issue of that Council's *Bulletin* reports progress. Three committees have been at work. The committee on *normal youth* is assembling information about services for young people to discover where they are inadequate and where they overlap. The committee on *children and youth with behaviour problems* is carrying out an intensive study on disturbed children aged 8 to 16 (see *Canadian Welfare*, February 1, page 285) and a less intensive study on young people over 16. The third committee, on *the mentally and physically handicapped*, has completed its study and submitted a report which shows that physically handicapped children are, with a few exceptions, well cared for, but that the mentally retarded need more attention.

All three committees have the task of collecting information on services already provided, coordinating the work of the community organizations, assessing quantity and adequacy of services, identifying gaps and recommending on the expansion of present services or the establishment of new ones according to need. All the committees are working with

many community organizations and services. It is expected that a com-

plete report of the studies and recommendations will be made early in 1959.

BEYOND CANADA

Home Helps in Norway

The provision of home helps as a service supported by state and municipalities is one of the social achievements in post-war Norway. It is an important means of aiding families in the case of a mother's illness. Besides, there exist in Norway services which provide nurses for the home; these are mostly run by humanitarian bodies of one kind or another. There are also services for rendering assistance to old people in their own homes; some of these are maintained on a municipal basis, others by private organizations with municipal support.

The need has arisen for co-ordinating these three services and parts of others which overlap with them. Recently, therefore, the Ministry of Family and Consumers' Questions, jointly with the Ministry of Social Affairs, set up a commission to enquire into this question. This commission has just issued its report. Generally speaking, it favours a solution which maintains the cooperation of the voluntary associations and the public bodies in this field, whilst strengthening municipal control and putting the system of public financial aid on a more regular basis.

The commission also favours a regulation under which sickness insurance would contribute towards the cost of home helps; this was actually demanded in a resolution passed last May by the Norwegian Labour Women's Conference in Oslo.

Home Helps in Belgium

The Government of Belgium . . . has introduced a number of im-

portant social reforms. Among these is the extension of the home help service, which was partly inspired by the success of this form of family aid in the Scandinavian countries.

Home helps are now available to Belgian families irrespective of their political, philosophic or religious views, especially in cases when the mother is unable to look after the family . . . More and more it is becoming the task of public rather than private bodies to provide family helps on a municipal, inter-municipal or provincial basis.

As a rule, the home help is paid by the family itself, but the Ministry of Public Health and Family Questions provides financial assistance when necessary. In any case, the state helps by subsidizing the training of qualified people for this service and by paying a fixed subsidy of 3 fr. per hour of service rendered towards the administrative costs. Private agencies are entitled to state aid only if they link up with the state-sponsored social security system. The Ministry also regulates conditions of pay and work as well as training. It issues certificates to qualified trainees.

The number of public home help services rose from two in 1952 to twenty-one in 1957 whilst that of Catholic services rose from four in 1949 to thirteen in 1957. The latter, however, cover larger areas and thus more families.

The *Commonwealth Survey*, December 10, 1957, summarizes from the 1956 Report of the Ministry of Health in Britain services rendered by health authorities which prevent

not only ill health but also family breakdown:

Local Health Authorities and Problem Families:

Work with problem families is a branch of their preventive health services which many local health authorities have been developing, although some have been hampered in this direction by shortage of staff.

In many areas the co-ordinating committees, originally set up to deal with neglected or ill-treated children in their own homes, now also consider families which show serious deterioration in standard, or risk of complete break-up. Some of these committees limit themselves to co-ordinating effort and avoiding overlapping: others bring together the various workers with knowledge of the particular family in order to consider the best line of approach, and assign major responsibility for follow-up to a particular service.

It is generally the health visitor who has the opportunity of detecting the need for help and advice at an early stage. Usually she is able, in co-operation with the general practitioner, or suitable statutory or voluntary bodies, to safeguard the well-being of mothers and children. When frequent supervision is necessary for a time, it is often the health visitor herself who can most suitably provide this service. The teaching of child care and home-making is an important aspect of her work.

The use of specially selected home-helps has also had encouraging results, both with problem families and families in temporary difficulties due, very often, to the illness of the mother. Social case workers have been appointed by a number of authorities,

and workers belonging to voluntary organizations, such as the family service units, also help.

Many local authorities have arranged for mothers with their young children to stay at residential recuperative centres, which offer them physical rest, a regular régime and general training.

Co-operation between health, welfare and housing departments of a local authority can achieve much towards the rehabilitation of families with poor standards. Some health departments have arranged to be informed by the housing authority of families in danger of eviction due to rent arrears. Help in budgeting, and arranging for the weekly collection of rent in some instances, has helped families to overcome their difficulties. Health visitors help and advise mothers of families living in temporary accommodation provided by welfare authorities, and continue to supervise them after they have moved into their own homes.

Exhibit Ideas A film strip called *Successful Exhibit Ideas* has been produced by the National Publicity Council, 257 Fourth Avenue, New York 10, for use as a demonstration of the latest ideas on exhibits for social agencies and public relations workshops. It is made up of photographs of exhibits that are not expensive to produce, from 60 U.S. and Canadian organizations. There are 80 frames, in black and white, with text-frames and captions, and the strip is to be projected on a standard slide film machine. The cost of the strip is only \$4.50 including postage and handling (U.S.).

Erratum

In our February 1 issue we published a review article called "Adoption in the Conflict of Laws" by R. B. Splane. By some strange absence of mind we failed to identify the paper being reviewed. It was "Adoption in the Conflict of Laws", by Gilbert D. Kennedy, *Canadian Bar Review*, May 1956 (Volume XXXIV, Number 5), copies of which may be obtained from The Canadian Bar Association, 77 Metcalfe Street, Ottawa, at \$1.00 a copy.

ABOUT



PEOPLE

Harold C. Hudson, assistant national coordinator, Civilian Rehabilitation, Department of Labour, retired officially in February of this year. Mr. Hudson, known to many friends and associates as "Harry", entered the federal government service in 1913 and since then has held a variety of posts with the Ontario and federal governments. His most lasting contribution is perhaps in the field of employment service, where he initiated many practices and procedures now generally accepted in employment services throughout Canada. When the National Employment Service of the Unemployment Insurance Commission was established, Mr. Hudson became head of the Special Placements Division, from which post he went to Civilian Rehabilitation. Outside his daily work, Mr. Hudson was active in the International Association of Personnel in Employment Service and in the Professional Institute of the Public Service of Canada.

R. H. Robbins has been elected president of the Welfare Council of Greater Winnipeg, the first representative of organized labour to hold this office. He is business agent for the Carpenters' Union and its delegate to the Winnipeg Labour Council and the Building Trades Council.

Five Canadians were appointed in February to a 35-man committee to plan the next Public Relations Clinic scheduled for 1960 and to be held in

St. Louis. These PR clinics are sponsored by United Community Funds and Councils of America, and the February meeting was held in Cleveland with **Hugh Morrison**, public relations director for the United Fund of Greater Toronto, in the chair. Mr. Morrison is one of the Canadians appointed to the planning committee for the 1960 clinic. The others are: **Richard Gluns** of the Canadian Red Cross, Toronto, **Burnett Gillespie** of Hamilton United Services, **James P. Robb** of the Montreal Welfare Federation, and **Laton Smith** of the Canadian Welfare Council.

Two major staff changes have occurred in the Department of National Health and Welfare in Regina recently. **G. P. Allen**, who was regional director of family allowances, left at the end of November to take an administrative position with the Citizenship Branch of the Department of Citizenship and Immigration. He is stationed in Toronto. At the end of December, **Maurice Saulnier**, left his position as regional supervisor of welfare services and moved to Ottawa, where he is employed in the Personnel Selection Branch of the Civil Service Commission. His position was filled in January by **W. A. Wright**, who came to Regina from North Battleford where he was with the provincial Department of Social Welfare and Rehabilitation.

Dr. G. E. Wakefield has succeeded-

Canadian Welfare

ed **Dr. J. S. Moscovich** as the medical director of the Medical Services Division of the B.C. Social Welfare Branch. Before his new appointment Dr. Wakefield was physician specialist at Pearson Hospital, Vancouver.

Staff in Social Planning Council of Metropolitan Toronto: **Mrs. Freda Manson** has been appointed project secretary; **Daniel Hill**, previously research director, is now on the staff of the Area Planning Council with special responsibility for area councils in North York, North Toronto and Moss Park; **Doris Clark** is serving as secretary of the Metropolitan Immigration Committee.

The Reverend Kenneth Rogers, at one time chairman of the Canadian Welfare Council's Delinquency and Crime Division, died in Montreal in February. Before he entered the ministry Dr. Rogers was general

secretary of the Big Brother Movement in Toronto, and wrote two books about delinquency in boys: *Street Gangs in Toronto* (Ryerson, 1945) and *Boys Are Worth It* (Ryerson, 1944). At the time of his death he was a member of the faculty of the Montreal Diocesan Theological College.

Senior Major **Anora Cummings** of the Salvation Army has succeeded Brigadier **Clara Cope**, recently retired, as superintendent of the Bethesda Hospital in London, Ontario.

Ernest J. MacDonald has been appointed executive director of the Catholic Family Centre, London, and the **Reverend P. C. McCabe** has become director of all Catholic Charities in that city, with responsibility for coordinating and supervising operations, services and standards.

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BOOK



REVIEWS

Regent Park, by Albert Rose. University of Toronto Press, Toronto, 1958. 242 pp. Price \$5.50.

Dr. Albert Rose has told the story of Toronto's Regent Park housing project—how it was launched, financed and administered and what effects it has had. This is done with the footnoted detail of the research-worker and the personal authority of one who was intimately involved in some chapters of the story. It was necessary that Canada's first experiment in slum-clearance and public low-rental housing be exposed to this kind of full-scale analysis and Dr. Rose has made a thorough job of it.

There are three parts to the story. First of all there is the picture of a community in action, through the initiative of private citizens staunchly pursuing a social objective and winning the leadership of a dynamic Mayor. Secondly, it is the drama of a city administration feeling its way through the rather alarming complexities of an enterprise for which there was no previous Canadian experience. Thirdly, it is the account of a heterogeneous collection of families, all with a history of housing difficulties, settling down to become a well-defined community.

The story spans the period between 1944 and 1957. Three years were spent in securing public action and the process of building has occupied ten years. The funds originally voted by the electorate were insufficient to see the work completed and in 1952 a second vote of \$5 million had to be obtained. By this time a good deal

of the post-war social gallantry had disappeared and the unfinished project had not had time to reveal its benefits.

Dr. Rose describes the bitter campaign which was conducted at that stage against public housing, and the narrow margin by which the situation was retrieved. This experience suggests that measures to validate the effects of low-rental housing will be needed continuously. Prejudice and misunderstanding are dangerous enemies to the processes of city rebuilding. Dr. Rose's book provides invaluable ammunition that will be used in many campaigns for public housing in Canadian cities.

In making his case, the author brings to bear a formidable mass of evidence, dealing with family welfare, juvenile delinquency and physical and mental health. The data is complex, elusive and largely take the form of expressed opinions. As a research problem the task is confounded by the absence of controlled population samples. Only half the present tenants in the project originally lived on the site and, in the passage of time, many factors have changed in addition to the housing environment. Cause and effect are therefore difficult to establish.

Dr. Rose is disarmingly frank in conceding the difficulties and contradictions as he parades his evidence, and he rightly makes a plea that miracles should not be expected. However, the intelligent reader cannot be left in any doubt that the Regent Park project has entirely con-

firmed the faith of its sponsors and reflects considerable credit upon those low-income families who have shown positive capacities to respond to the new opportunities in life which have been offered to them.

It is to be hoped that readers of this book will not be repelled by the prospect of enormous difficulties in carrying out major slum-clearance and public housing operations. The first Regent Park project was a pioneering affair in which the city had to "go it alone". Cities now have available the greatly extended services of Central Mortgage and Housing Corporation in helping them to stage large projects of this kind. As evidence of this the second Regent Park project has risen out of the ground in but a fraction of the time taken to build the first and, as an expression of a rejuvenated city, has avoided the rather dreary and stereotyped character of its precursor.

HUMPHREY CARVER

Central Mortgage and Housing Corporation, Ottawa

Social Casework, by Helen Harris Perlman. University of Chicago Press, 1957. (Toronto: Oxford University Press). 268 pp. Price \$5.00.

In Miss Perlman's book, *Social Casework*, she begins by defining social casework as "a process used by certain human welfare agencies to help individuals to cope more effectively with their problems in social functioning".

She points out that the four essential components of casework as seen in this short definition are common to and are the heart of almost every situation where a person seeks professional help; that is "a *person* with

a *problem* comes to a *place* where a professional representative helps him by a given *process*."

The concern of this book is the *process* of social casework. Its chapters deal with and discuss the nature of the distinctive characteristics of this process, as well as the nature of the materials and ingredients upon which and with which the process works, the movement and interaction among them.

The book is divided into three main sections. In the first, Miss Perlman deals with what the casework situation consists of: the person, the problem, the place, the process, the casework-client relationships, and the problem-solving work. While she recognizes that in operation this subject matter is inseparable, she views it separately for purposes of deepening understanding and skill in practice.

In the second section, she deals with the beginning phase of casework which is the particular cross-section she has chosen to discuss, and deals with content, method, diagnosis and the client's "workability" and casework goal.

In the third section, two case histories are given to illustrate casework in the beginning phase of the casework process. One is from a psychiatric clinic and the other from a family agency.

Miss Perlman points out that an assessment of the client's motivation and capacity to use help, which she describes as the client's workability, needs to be made early in the casework process. She recognizes, however, that the job of helping the client to use help, and assessing his capacity to do so, continues throughout the process.

The hope of Miss Perlman is that her book will help to provide a structure within which a caseworker may operate and which will enable him to work with greater freedom and creativity.

The particular choice of subject matter for each section and chapter gives one immediately a sense of practical usefulness. Then, as one reads into the chapters, material continues to unfold which defines, clarifies and challenges and gives one something to grasp every inch of the way.

Miss Perlman writes with such clarity and simplicity that whether the reader is student, practising caseworker, supervisor, teacher, Board member, or other community-minded lay person, it will provide an extremely helpful guide and interpretation of the caseworker's role and the professional service which is given by "human welfare agencies".

L. GWEN OLIVER

*North York and Weston
Family Service Centre*

The Aging of Populations and its Economic and Social Implications (Population Studies No. 26). United Nations, Department of Economic and Social Affairs, New York, 1956. (Toronto: Ryerson Press). 168 pp. Price \$1.75.

This technical report is part of a general study of social implications of the aging of populations requested by the United Nations Population Commission in 1951.

Broadly speaking, the report is in three parts: the facts, the causes, and the consequences of the aging of populations. Much of the analysis is of that small proportion of world population in the economically advanced countries, but some quite

interesting comparisons are made with population structures in a few "under-developed" countries.

The authors state that "Demographic conditions are determined if one knows the mortality table, fertility, and migratory movements, three variables which may be regarded as independent, at least within a certain range of variations". It follows that if two of the factors are kept constant, it should be possible to find the effect on age composition if the third factor is varied.

In this manner, the researchers build on a series of hypothetical demographic conditions to reach their conclusions. While this may be described as a hazardous method, the reader should not finish with any great feeling of weakness in the arguments if he gives due consideration to the limitations stated by the authors, including the unpredictability of culture and behaviour and the limited independence of the three variables.

This study of populations in economically developed countries compared with trends seen today in under-developed countries enables some useful formulations to be made: for instance, that a decreased birth-rate has been far more important than a declining mortality as a cause of aging of populations.

Chapter III, "Economic and Social Implications", emphasizes the economic burden carried by the labour force in populations of various demographic characteristics in providing food, education and other services. This section, which is likely to have more interest than others for welfare planners, closes with a look at the burden of supporting aged parents—by children (as in less developed

countries) and by social security systems.

At its conclusion, the study raises two questions: Is the process of aging likely to continue among the economically advanced and already aging populations? Is the process likely to extend to those comparatively "young" populations that have high mortality and fertility levels? Demographic research will undoubtedly concern itself with seeking the answers, which will have a great deal to do with planning for the aged.

As a basis for the statistical analysis, about one-half of this volume is occupied by an appendix of bilingual tables of significant age data in 70 countries. In addition tables of the structural age changes in 26 countries from about 1850 to 1950 are appended and competently used.

There are a number of minor, but no less annoying, errors in editing, and the volume is written in a heavy style that may discourage many potential readers from seeing it through to its conclusion. Its appeal is also limited because the reader is expected to have a basic knowledge of the subject, including the derivations of mathematical formulae, without which the arguments become obscure. The study, however, should still be regarded as a guidepost in the scientific study of the "structural" aging of populations.

D. F. BELLAMY

*Ontario Welfare Council
Toronto*

Community Chest — A Case Study in Philanthropy, by J. R. Seeley and others. University of Toronto Press, Toronto, 1957. 593 pp. Price \$7.50.

This is a study by Community Surveys, Inc. of Indianapolis, which

is a non-profit research organization to enquire into matters of health, education, recreation and welfare. For this study it employed for three years a team of six persons headed by J. R. Seeley of *Crestwood Heights* fame.

This study of philanthropic giving in that City was undertaken because of many failures of the Chest to meet its objectives. The objects of the exercise is stated by the researchers to be:

The community problem turned out to be partly a problem in self-evaluation... and partly a problem in spelling out possible lines of action — "What can be done to 'improve' things?" The general problem similarly turned out to be partly a problem in social work practice — "How do Chests operate?"—and partly a problem in sociology—"How do people in a modern United States city organize their 'voluntary' gift-giving?"

While the study was directed to the affairs of one city, much of it relates generally to the North American plan of community effort. The pro and con arguments for "federated giving" are reviewed at some length and many are challenged. For example, the researchers are not generally impressed with the claims as to budgeting and fair distribution. They are unconvinced that the wisdom of a local group can develop a plan for social services better than that achieved by the way in which donors previously saw fit to give their money. They point to the severe limitations imposed on local planners by being unable to cut substantially the budgets of any of the big national agencies.

The book destroys some spurious and tired arguments in favour of greater federation and it draws attention to some storm signals in United Fund plans.

To rate the giving record of Indianapolis they devised a means of establishing a city's potential. After testing some thirty factors, the researchers settled on five as being the most useful. In order of importance they are:

1. The region in which the Chest is located.
2. The population size of the area.
3. The productivity of the area as measured by an index of business activity.
4. The population composition as measured by the percentage non-white.
5. The tendency to save as measured by government bond purchases.

These set the 1951 potential of Indianapolis at \$3.07 per capita as against the \$2.54 actually raised. This shortfall of giving they refer to as "disappointingness". After reviewing the statistics of comparable cities they find that all the evidence points in the same direction:

1. The greater the degree of dependency on giving by corporations, the greater the disappointingness of the general Chest results per capita.
2. The greater the degree of dependency on giving by "leading donors", the greater the disappointingness of the general Chest results per capita.
3. The greater the degree of inequity in the standard for and in the actual executive giving, the lower the level of executive generosity and the greater the disappointingness of the general Chest results per capita.

From this it follows logically that they examine the usual patterns of setting giving standards. In order to

measure leadership it was necessary to establish objective criteria. This gives rise to an interesting schedule of "estimated social status".

This book is long—593 pages. It contains a wealth of discussion on most aspects of "mops" (mass, operational, periodic, secular) fund raising.

The narrative together with some excellent charts should be required reading for all Chest and United Fund professionals. Its length prohibits a similar requirement for lay personnel. The objective data contained in this volume should serve well as standards for measuring the performance of Chest and Funds in cities of similar size.

Toronto

K. LEM. CARTER

Lloyd George's Ambulance Wagon, the Memoirs of W. J. Braithwaite 1911-12, edited by Sir Henry Bunbury. Methuen & Co. Ltd., London, 1957. (Toronto: The Ryerson Press). 350 pp. Price \$6.00.

The British National Insurance Act 1911 marked the beginning of a new era in social legislation. Its passage was a masterpiece of political skill; its application to practice was a monument of administrative courage. The political skill was almost solely that of the Welsh Wizard: the administrative courage was that of the then unknown, and, in some instances still unrecognized, band of civil servants who devised the administrative machine which provided the legislation with effective means of achievement.

The publication of these memoirs is, as Professor Titmuss points out in his commentary, very apposite at a time when the basic principles which first saw the light 50 years

Canadian Welfare

ago are once again under close scrutiny. Lloyd George's intuition may well have been truer than anyone knew when he wrote in a memorandum to his staff in 1911:

Insurance (is) necessarily (a) temporary expedient. At no distant date (I) hope (the) State will acknowledge full responsibility in (the) matter of making provision for sickness breakdown and unemployment. It really does so now through the Poor Law, but conditions under which this system has hitherto worked have been so harsh and humiliating that working-class pride revolts against accepting so degrading and doubtful a boon.

Gradually the obligation of the State to find labour or sustenance will be realized and honourably interpreted. Insurance will then be unnecessary, and a great accumulated fund would tempt to extravagant and futile progress of expenditure. (p. 24)

These memoirs from the inside show how a master politician practises the "art of the practicable". With his eye on the main objective—to get his Bill—Lloyd George is shown in action, persuading his opponents with all the eloquence of his silver tongue, outmanoeuvring one or another body of objectors, conceding where he could not win a point, ruthless where power was available using all the devices of parliamentary practice to attain his ends.

To the Civil Service he bequeathed a legacy of administrative conundrums, many of which have not been solved yet. To make the new social invention, "social insurance", work at all took "administrative courage" on the part of the civil servants. Some of these became well-known, like Lord Beveridge, Lord Waverley, Lord Salter, and Lord Schuster: others, like the author of these memoirs, were cast aside when their

usefulness was impeded by personal or political situations.

In this detailed account of the immense labours that produced a workable and politically viable Act there is much to instruct those who are naive enough to think that it is sufficient to have a good cause and a logical plan to achieve social progress.

As Richard Titmuss points out in his commentary, "The things that Lloyd George, Braithwaite, Masterman, the Webbs and many others were arguing about in 1911 are just as fundamentally important to our society today, though in a different sense and a changed setting".

For this reason alone this book deserves careful study. Political leaders may learn from it how much social progress may depend on political courage and parliamentary skill: public servants may take comfort amid their frustrations and discover a few wrinkles from those who have served and suffered before them: social reformers may learn how much their aims must be tempered to the climate of affairs and yet achieved, often in ways they least anticipate: and the social scientist may find in this fascinating account of social process new material for thought and reflection.

JOHN S. MORGAN

University of Toronto

Social Work Research at the University of British Columbia, 1947-1956. School of Social Work, U. B. C. University of British Columbia Bookstore, Vancouver, 1958. 40 pages. 85 cents.

Other schools of social work should go and do likewise. The School of Social Work in the Uni-

versity of British Columbia has set a shining example by producing this publication, which is described on the cover as a "consolidated list and analytical classification of Master of Social Work theses." The classification is by subject, and by method (e.g. descriptive casework, historical studies, analytic and quantitative surveys). There is an introduction by Leonard Marsh which offers most useful information about how research workers ought to use previous

research, such as is represented in this compilation. And for good measure the document includes two tables showing the agencies or sources used for the studies, and an author index.

There is a constant—one might almost say chronic—demand for consolidated lists of social welfare research reports. This one list will be of tremendous help, and the sooner there are more like it the better.

M. M. K.

BRIEF NOTICE

The Province of Ontario—Its Welfare Services. Ontario Welfare Council, 96 Bloor Street West, Toronto. 1957. 108 pp. Price \$2.00. Second edition of a work original-

ly prepared by Bessie Touzel and published in 1954, now revised by Donald F. Bellamy. Lillian Henderson, Editor.

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Division Meetings and Council Business Meeting

Presentation of

A POLICY STATEMENT ON SOCIAL SECURITY

The action taken at the Annual Meeting will be the culmination of many weeks of work on the part of Council members across Canada who have discussed and revised the statement, bringing their experience and knowledge to bear on it at every stage of its preparation. The final discussion on June 2 deserves your participation so that the Council's policy will truly reflect the views of its members.

CANADIAN WELFARE COUNCIL

55 Parkdale Avenue, Ottawa 3, Canada

